The Education Quarterly

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THE EDUCATION QUARTERLY

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about this issue

IT IS PERTINENT AT THIS MOMENT, when we are on the eve of the Third Five-Year Plan, to consider the extent of educational effort that we envisage during the crucial years that follow. It is specially appropriate that, in this present issue, the *Education Quarterly* has chosen for its dominant theme, the country's plans for educational development during the Third Plan period. It hardly needs telling that any lagging behind in educational progress would render the strides that we may make in other fields nugatory, and in the long run, devoid of meaning and empty of content. No doubt, our problems in the educational field are immense and far-reaching, and some of them may look more immediately pressing than others like, for instance, making our millions literate. But, in actual fact, while particular problems have to be immediately tackled, it is no less vital that the field of Education, as a whole, has to be grappled with at all levels.

What, then, are the challenges that education throws out to the nation? What are the tasks ahead? These are explained in a lucid statement by K. L. Shrimali in the article adapted from an address of the Union Education Minister to the Conference of State Education Ministers held recently at New Delhi. Specific questions are taken up for discussion by G. Chaurasia who explains the full implications of the Compulsory Education Scheme, by D. P. Nayar who focuses his attention on Planning Education for Leadership, by Durgabai Deshmukh who, in an arresting contribution, analyses the special problems of women's education and the targets, and the special programmes and schemes in this field under the Third Plan. Austin A. D'Souza, F. H. Rizvi and K. L. Gandhi, in articles that do not impinge mainly on the Third Five-Year Plan for Education, discuss the questions of Central, State or Local Control in Education, the Economics of Higher Education and Compulsory National Service. These have a relevance in the context of our planning for Education during the next five years. There is also a symposium in which S. N. Saraf, P. K. Roy, Samuel Mathai and Edward A. Pires discuss the financial allocation for education in the Third Five-Year Plan, priorities, targets and special cares to be exercised in our educational efforts under the Plan.

It is hoped that the contributions as well as the statistical tables that we have appended in this issue, would throw some light to our readers on our educational proposals during the next five years. One would wish that problems were fewer and financial resources less scanty. As things are, however, the task is formidable and brooks no delay. It is the extent to which we bring about reforms in Education that would make our gains in other spheres yield concrete, practical advantages. The impressive Liner of the prosperous State, whose construction has been undertaken, would fumble and falter in an uncharted sea, were she not provided with the rudder and ballast of thought and knowledge.

—EDITOR

meeting educational challenges in the third plan

IT HAS BEEN GENERALLY RECOGNISED that education is the basic condition for social and economic progress, yet it is a hard reality that in our national plan we cannot give it a high enough priority. We find ourselves in a difficult dilemma. While we need to make larger investments in education for developing our financial and economic resources, we lack adequate funds to finance education. While economic progress in the long run is largely dependent on education, we cannot have an adequate system of education without a sufficiently developed economy. We cannot have good education because we are poor and we continue to remain poor because we cannot give good education. We thus move in a vicious circle. The greatest problem in an under-developed country like ours is to break this vicious circle by adopting all possible measures. The financial resources that are made available should be utilised in a manner that will induce development in the sectors which are educationally most significant and yield optimum results. A social climate should be created in the country so that the whole society becomes education-conscious and all persons including parents and teachers are prepared to make sacrifice for the education of the younger generation. What we lack in financial terms has to be made up by efficient and effective organisation, creative thinking leading to improved and dynamic practices in schools and educational administration and, above all, whole-hearted co-operation, interest and support from the community. Perhaps the most urgent task confronting us is to develop an adequate, competent and effective administrative machinery to cope with the vastly expanded programme of education and to meet the manifold needs of the country in the economic and social dimensions resulting from the Five-Year Plans. It is, therefore, of the highest importance that we draw up a suitable programme to provide the best avenues of training to the personnel required for the implementation of development plans and, in particular, for carrying out the programme of increasing educational facilities at all levels.

The Second Five-Year Plan which is now drawing to a close has marked a step forward in the expansion of educational facilities. There are now 33 million children in the age group 6-11 in school, 6 million in age group 11-14 and 3 million in the secondary stage. These enrolments form 60 per cent, 22.6 per cent and 12 per cent of the respective age groups. In terms of numbers these represent a very substantial increase during the five-year period. At the secondary stage, the process of reorganisation has made steady progress. The concept of multipurpose education is gaining ground and 1,550 secondary schools have been converted to this pattern. As many as 2,550 have been upgraded to the higher secondary pattern. At the university stage, the number of students has increased to 9,00,000 and a series of measures have been taken by the University Grants Commission to improve the quality of university

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**Adapted from the Presidential Address to the State Education Ministers' Conference held at New Delhi on November 4, 1960.*

education. All this is a measure of continuing progress, but the work that has been done so far only highlights what needs to be done in the immediate future, and it is to this great task that we have now to devote our energy and resourcefulness.

Schooling Our Millions

The most significant programme included in the Third Five-Year Plan is the introduction of universal, free and compulsory primary education for children in the age group of 6-11. Although it is a moderate and essential measure of social justice designed to secure the right to education for every child, it is the largest and most determined effort ever made so far to give effect to the directive principle of the Constitution on this subject. In the allocation of resources to the States, their requirements in giving effect to this programme are fully taken into account and the States which are educationally backward are being given special consideration. It is envisaged that, by the end of the Third Plan, 80% of the children in the age group 6-11 will be in school. In most areas there would be cent per cent enrolment while in others it might be less than 80% but substantially more than the existing level. By the end of the Third Plan, some of the States will have achieved compulsion over their entire jurisdiction, while in other States it would be possible to apply compulsion over fairly large areas. I shall be happy if we can go beyond this overall target of 80%, but considering the fact that the majority of children to be enrolled are either girls or children coming from backward areas, it is not going to be an easy affair. The task we are now undertaking is of greater magnitude than what we have undertaken in the past. The total number of additional children to be enrolled in the Third Five-Year Plan will be 180 lakhs (out of which nearly 120 lakhs will be girls) as compared to 65 lakhs in the First Five-Year Plan and 95 lakhs in the Second Five-Year Plan. It is therefore clear that stupendous and unremitting efforts will have to be made to reach even the limited targets laid down in the Third Five-Year Plan.

An important preliminary measure for the launching of this programme is the passing of an up to date Compulsory Education Law. The existing position in this respect is far from satisfactory. There are large areas of the country for which no legislation exists. Some States have more than one law for compulsion as a result of the recent reorganisation of States. Most of the existing laws of compulsory education are out of date. This matter has to be examined carefully and a new law for compulsory primary education has to be enacted for every State as early as possible. Parliament has recently passed a Compulsory Education Law for Delhi which is based upon a very careful examination of all recent legislation on the subject, both in India and abroad. It would be a great advantage to have uniform legislation over the entire country by formulating legislation in the States on the lines of this model legislation.

There are three other important measures needed for the success of a nation-wide programme of introducing universal, free and compulsory primary education. The first in priority is a sustained campaign for educating public opinion so that parents may send their children, and particularly daughters, to school. During the Second Plan, very effective enrolment drives were organised by Bihar, Orissa and Rajasthan. In Bihar the results have been remarkable—the total enrolment has increased from 18 lakhs in 1955-56 to 32 lakhs in 1960-61; the enrolment of girls has increased from 3.5 lakhs to 8 lakhs in the same period; and what is more striking is the increase in the enrolment of girls which is now about 50,000 per year as against about 5,000 in the past. It is also worthy of note that most of this additional enrolment has taken place in co-educational schools. Orissa has adopted the same methods; and although its drives are more recent, they have also been equally effective. Rajasthan has organised good erolment drives with the help and

cooperation of *Panchayat Samitis* who were responsible for mobilising a good deal of local support and enthusiasm for the campaign. The technique of annual enrolment drives has been so successful that I would recommend its adoption by all the States.

The second important aspect of this enrolment problem is to assist the poor and needy parents by providing school uniforms, text-books and school meals for the children. These basic needs must be met if the programme of compulsory education is to be effective. We have to make special efforts in the Third Plan to mobilise community effort to meet these essential needs. The question of text-books is of particular importance. In some places too many books are prescribed and changed too often. Moreover, the average life of our text-books is very small—a little more than a year—while it is about 8 years in the U.K. All these factors which increase the cost of education will retard progress of education particularly in the poorer sections of our community. The Union Ministry is making a careful study of this problem and will soon propose suitable measures to produce suitable, inexpensive and durable text-books through private enterprise, if possible, and through Government agencies, if necessary. The need for providing mid-day meals cannot be over-stressed. The majority of our children are under-nourished and, unless adequate provision can be made by the school to supplement the poor nourishment which they receive at homes, their physical and mental growth will be retarded. I should like to commend here the scheme of the Madras Government where the local community and the State share this responsibility jointly. The community provides 4 nP. per meal and the State gives a grant-in-aid of 6 nP. per meal.

Fair Deal to Teachers

The third and most important part of the programme is the recruitment of teachers. The quality of education depends mainly on the competence and devotion of teachers. In order to attract the right kind of teachers and to keep them contented, it is of the utmost importance that every possible effort is made to improve their conditions of service. The Union Ministry had suggested to the State Governments some time back that the minimum basic salary of a trained and untrained teacher should be Rs. 50 and Rs. 40 respectively. It is gratifying that most of the States have now been able to agree to this suggestion and the primary teachers are now getting these basic salaries. There are a few States which are still lagging behind. It is my fervent hope that they will make up this deficiency in the Third Plan period. I would also urge that the same dearness allowance be paid to the teachers as is being paid to Government servants. There are some States which make no distinction between primary teachers and other Government servants in respect of payment of dearness allowance but in some of the States a difference detrimental to the teacher still exists. The advantage of getting a high salary is lost if the dearness allowance of the teacher is not equalised. It is common knowledge that there has been a considerable rise in the cost of living and the basic salary which we are now giving to the teachers is hardly adequate to enable them to make both ends meet. The teacher is a public servant and, whether he is employed by a local body or a private agency or Government, he is entitled to the same dearness allowance as is given to Government servants. I would therefore make an appeal to the State Governments to find ways and means to give the same benefit of dearness allowance to all the teachers as is given to Government servants. When this has been done there will be no need for teachers to seek promotion as peons as is happening today in some parts of the country. In this connection I should also like to suggest that a reasonable old-age provision for the primary school teacher and his family should be made. I would like to commend in this connection the triple benefit scheme of pension-cum-provident fund-cum-insurance

adopted in Madras. I had brought to the notice of the States some time ago the suggestion that a scheme might be devised to give free tuition to the children of all teachers. I hope it will receive a sympathetic consideration. The Union Ministry is also working out a scheme for giving special scholarships for higher studies to such children of teachers as show outstanding ability. These are some of the measures which, if adopted, will make the teaching profession a little more attractive than it is at present.

It is obvious that, if we have to increase the emoluments of teachers and expand the educational facilities at the same time, we shall have to effect economies on other items of expenditure. The one item in our educational budget where considerable economy could be effected without in any way lowering the standards of instruction is the construction of buildings. In the past we have placed too much emphasis on buildings and have made little attempt to persuade and help the community in shouldering this responsibility. If the programme of universal education is to be effective, our traditional approach with regard to school buildings will have to be radically altered. We must spend as little as possible on buildings and reduce their cost by every known device, such as use of local material, voluntary labour and simplicity of design. We may not have sufficient funds even for this reduced programme of building and it would therefore be desirable to phase the programme over a longer period so that the essentials may be provided first. But crucial to the success of the programme is the mobilisation of community resources. The local community will have to be made responsible for the construction and maintenance of buildings and the provision of equipment. Unless community participation is secured in a big way this vast programme cannot be put through now or for many years to come. It may be interesting to know that some significant experiments have been made in Delhi which have reduced the building cost by half and sometimes even more than half. This has been brought about by better utilisation of space, modified specifications and use of cheaper building materials.

Reorganisation of Secondary Education

Turning to secondary education, it is gratifying to note that the reorganisation is taking place according to plan. By the end of the Second Plan it is hoped that about 20% of the schools would have been converted to the higher secondary pattern. By the end of the Third Plan it is proposed to convert at least 50% of the schools. The prevalence of different patterns of secondary education has increased the number of terminal examinations with consequent wastage at each stage. It is therefore desirable that every possible effort is made to shorten the period of transition by completing the conversion of schools as early as possible. I am glad to say that some of the States have planned to complete the conversion of all schools to the higher secondary pattern by the end of the Third Plan.

During the Second Five-Year Plan, though considerable progress in the conversion of ordinary high schools into multipurpose schools has been made, the new courses in technical and other practical subjects have not produced satisfactory results. Multipurpose education, as a distinctly demarcated terminal stage, involves the reorganisation of the curriculum to suit new objectives, a reorientation of the methods of teaching and assessment and a strong Guidance Service. The main reason why the objectives of multipurpose education have not been so far fully realised is the lack of trained personnel for teaching practical subjects. In order to overcome the deficiency, the Union Ministry is proposing to establish four Regional Training Colleges. I am glad that the State Governments have not only welcomed this proposal but have suggested the opening of more regional colleges. The development of multipurpose schools with a view to giving to secondary education a strong, well-

articulated vocational and practical bias is one of the major recommendations of the Secondary Education Commission. The Government have accepted multipurpose education with all its social and educational implications as the dominant pattern for the future development of secondary education. It is no longer considered merely as education of the *elite*, but has to cater for a wide range of abilities and aptitudes and also to serve the diversified needs of a modern industrial society. I would therefore request the States not to be deterred by doubts or difficulties but make headway with this much-needed reform in our secondary education.

Another urgent problem, that deserves our attention is the improvement and expansion of science teaching in secondary schools. Both at the secondary and university stages the output of science students is far short of the needs of a rapidly developing industrial economy. Scientific subjects have to become a part of the core studies at the secondary stage and provision has also to be made for elective science courses with a view to expand facilities for specialisation. It is hoped that during the course of the Third Five-Year Plan general science courses would be introduced in all secondary schools and elective science courses would be available in at least 25% schools. The level of science teaching will have to be raised and with this object in view a comprehensive training programme for teachers would be necessary. It is essential that promising scientific talent which reveals itself at the secondary stage should be given special opportunities for development and the wastage that occurs through a variety of reasons should be eliminated as far as possible. A small committee of experts is being set up to make a practical study of these problems and formulate a programme in consultation with the State Governments which we hope would help in markedly accelerating the development of science studies in our schools.

Improvement of Higher Education

The University Grants Commission, as is well known, has in cooperation with the universities, initiated a number of significant programmes to improve the quality of university education. These will be carried forward on a larger scale in the Third Plan. They provide for encouragement of research and various measures designed to improve the facilities for the teaching of science, introduction of the 3-year degree course, better hostel facilities and improvement of salary scales of teachers. The pressure of rising numbers has continued to pose a very difficult problem. Indiscriminate admissions to universities and colleges neutralise all efforts to improve educational standards. It is the considered view of the University Grants Commission and of the Government that no appreciable improvement in standards can take place unless the rising tide of numbers can be stemmed and admission is given on a selective basis only to those who have the capacity to benefit from it. I am aware of the view held in some quarters that the doors of universities should not be closed to any one. It is argued that, by denying these opportunities to young men and women, we create obstacles in their betterment. While these critics show concern about the students who cannot get admission to the universities, they have no solution to the problem of finding additional resources for paying adequate salaries to the teachers or for equipping libraries and laboratories. I am therefore doubtful whether they are genuinely interested either in the progress of education or of these young men. If we go on adding to numbers without providing adequate facilities, the quality of higher education which is already poor will be diluted to such an extent that it would be a misnomer to call it education. It would be a more straightforward and honest course to admit that, however laudable the aim may be to give higher education to all who need it, it cannot be achieved within our limited resources.

While it is not possible to offer facilities for collegiate education to all candidates

regardless of their standard of attainment and abilities, Government are aware of the need for providing suitable avenues to those who wish to better their academic qualifications but do not have the facilities to pursue the normal full-time courses of instruction. For this purpose we are considering the question of introducing some such system of external degrees as is prevalent in some of the universities abroad and organising correspondence courses. In the Third Plan a provision for such facilities has been made for 60,000 students.

There is another matter concerning the development of university education to which I would like to make a brief reference. In its Report for the year 1958-59, the University Grants Commission expressed its strong view that new universities should be established only after the most careful examination of all aspects of the question and that, in accordance with the provisions of its Act, an opportunity should be given to the Commission to advise on any such proposal. The Commission's experience has been that it is either not consulted or is consulted in such a perfunctory way that it cannot formulate proper advice. Since the Commission is entrusted with the task of promotion and coordination of university education and the determination and maintenance of standards of teaching, examination and research, it is advisable that a convention is established whereby, before bringing any new university into being, the State Governments consult the Commission in the matter. The consensus of opinion in Parliament also favours the growth of such healthy conventions between the University Grants Commission and the State Governments in this very important matter. I would therefore request the States to give their careful consideration to this matter and help the University Grants Commission to discharge its statutory obligation in a satisfactory manner.

Before concluding I should like to refer to a national problem which is causing considerable anxiety to all of us. The strength with which fissiparous tendencies are gathering in our country should be a warning to us. If we do not pay attention to this problem in time and root out narrow parochialism and separatist tendencies, the country faces grave dangers. Educationists have to accept without reservation the task of meeting this challenge. If education fails to promote social cohesion, emotional integration and national solidarity among the youth, it will be a major failure of our educational system. The courses of study, methods of teaching and the training programmes will have to be so organised that they all contribute to the development of social consciousness and national solidarity.

The educational development of our country is a field of great opportunities and challenges—opportunities afforded by our democratic system of government and challenges thrown up by the tasks of national reconstruction. I have no doubt that, with faith in our cause and with determination in our efforts, we shall prove equal to the great challenges and responsibilities that lie ahead.

> The first time I read an excellent book, it is to me just as if I had gained a new friend: when I read over a book I have perused before, it resembles the meeting with an old one.
>
> —*Goldsmith*

making the millions literate

MORE THAN HALF A CENTURY ago Alfred Marshal stated in his *Principles of Economics*, "No change would conduce so much to a rapid increase of material wealth as an improvement in our schools, and especially those of the middle grades, provided it be combined with an extensive system of scholarship, which will enable the clever son of a working man to rise gradually from school to school till he has the best technical and practical education which the age can give." The events all over the world since this statement have proved beyond doubt that this is the secret of all material progress. Anyone can show a practically perfect correlation between the ratio of literacy and economic development. The Unesco has conducted several surveys in all parts of the world and have reported remarkable rank order between the level of education and economic development. It is now universally accepted that education has been the precursor of rapid and firm advancement of nations. No wonder, therefore, that the framers of our Constitution envisaged in Article 45 universal, free and compulsory education for all children between the ages of six and fourteen years. Our Constitution contemplated that this task should be accomplished within ten years of the adoption of the Constitution.

The Planning Commission and the Government of India piously hoped and secretly prayed that all State governments would take necessary steps for the achievement of this target of universal education. Perhaps their hands were full and their minds were preoccupied with numerous schemes of national development. The top-most leaders and educational administrators derived solace in the fact that education was a "State Subject" and the Government of India need not interfere. But this complacency was seriously disturbed when the achievements of the First Five-Year Plan were reviewed by the nation. The progress of primary education was lamentable! The directive of the Constitution was that universal and free education should be provided within ten years. No jugglery of figures could prove any progress in the First Five-Year Plan. To add to the confusion, several million new babies were born while the Constitution was being adopted and the First Five-Year Plan was being implemented with all devotion and patriotism. What should be done to improve matters during the Second Five-Year Plan? This question haunted the leading men in the Planning Commission and the Union Ministry of Education. They were worried and depressed. The Planning Commission and the Working Groups debated the question. The State Education Ministers met and discussed. The Central Advisory Board of Education expressed serious concern in its annual meetings. The nation frowned and expressed indignation. How could the directive of the Constitution be honoured? It was unpatriotic to accept defeat or suggest modifications in the targets.

Shifting the Target

Soon after the Second Five-Year Plan gathered momentum. Maulana Azad declared in one of the annual meetings of the Central Advisory Board of Education at New Delhi that the target of universal and free education for the children of six to fourteen years could not be achieved in any foreseable future. He submitted the details of a scheme which contemplated the achievement of this target for the children of *six to eleven years by the end of the Third Five-Year Plan.* The nation was

G. CHAURASIA, *M.A., LL. B., Ed. D. (Columbia)*, Principal, Post-Graduate Basic Training College, Bhopal

dismayed. What kind of progress was this ? Fifteen years instead of ten and six to eleven age-group instead of six to fourteen ! But as Bapu used to say "You can fool God, not arithmetic." It was realistic planning. The Planning Commission had discussed and agreed that nothing better could be done under the circumstances. The Central Advisory Board of Education urged the State Education Ministers to work out their plans in the light of the new targets.

A keen observer would notice that the Union Ministry of Education has been jolted out of its complacency. This is not only a remarkable achievement of the Second Five-Year Plan but a very good sign for future progress. Forgetting the slogan of "education being a State subject" the Union Education Ministry and the Planning Commission have now assumed full responsibility for the literacy of the teeming millions of India. They have acquired a realistic and business-like attitude with regard to Primary education. This healthy attitude has inspired faith in the nation and all the State Departments of Education are buzzing with activity round-the-clock. There is a race to achieve the target of universal education for all children of six to eleven years during the Third Five-Year Plan. Hundreds of Training Institutions are being started. Madhya Pradesh alone opened 23 Basic Training Colleges in October 1959 and 27 in October 1960.

Educational Survey

The Union Ministry of Education picked up the best men in the country to conduct an Educational Survey so that all planning hereafter may be based on scientific lines and correct data instead of on a plane of wishful thinking. This Educational Survey is a veritable achievement. The appointments of an Adviser on Primary Education and a new Joint-Secretary for Primary education would convince the most sceptical, that Government of India now means business with regard to Primary education. The Educational Survey has revealed the following :—

No.	State	No. of schools proposed by the Educational Survey	No. of schools on 31st March 1957	No. of New Primary Schools needed
1.	Andhra Pradesh	27,849	22,708	5,141
2.	Assam	14,192	11,001	3,191
3.	Bihar	37,261	26,351	10,910
4.	Bombay	49,300	40,528	8,772
5.	Jammu & Kashmir	2,825	1,884	941
6.	Kerala	7,938	5,751	2,187
7.	Madhya Pradesh	35,718	20,824	14,894
8.	Madras	19,832	17,979	1,853
9.	Mysore	21,632	17,875	3,757
10.	Orissa	21,370	15,032	6,338
11.	Punjab	12,708	11,229	1,479
12.	Rajasthan	17,773	8,933	8,840
13.	Uttar Pradesh	59,637	26,168	33,469
14.	Delhi	220	190	30
15.	Himachal Pradesh	1,931	1,004	927
16.	Manipur	862	671	191
17.	Tripura	1,262	895	367
	TOTAL	3,32,311	2,29,023	1,03,288

The above statistics show that the magnitude of task varies greatly from State to State. The Government of India must provide special assistance to the less advanced States if equality of opportunity is to be provided for the whole country. If the States are left to their own resources, the target of universal primary education cannot be achieved in the foreseable future. And mark you, it is not money alone. There are exceedingly important sociological and administrative reasons delaying the 100 per cent achievement of Universal education in India. The six less advanced States of Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh have stated that it is not possible to enrol 100% of *girls* of the age-group six to eleven years in rural areas. The realistic target therefore for these States has been accepted as 90% of boys and 50% of girls. It has also been accepted that universal compulsory education cannot be introduced during the Third Five-Year Plan amongst the Scheduled Tribes, Scheduled Castes, other Backward Communities and in the Union Territories.

Colossal Task

The Central Working Group on Education took the above considerations into account and proposed an overall target of 90% for boys and girls in the advanced States and a target of 90% boys and 50% girls for the less advanced States. This actually means a target of 81% for the country as a whole. If this is achieved in the Third Five-Year Plan, a gap of 19% will be carried over to the Fourth Five-Year Plan. But let us not be too sure of what we are aiming at. For achieving this target of 81% we have to enrol 180 lakhs of children in the age-group six to eleven years during the Third Five-Year Plan which means enrolling 36 lakhs of children every year. This achievement will not be easy when we see that during the First Five-Year Plan a total of 60 lakhs children *i.e.* 12 lakhs per year were enrolled; and during the Second Five-Year Plan the enrolment is expected to go up to 85 lakhs *i.e.* 17 lakhs per year. So the simple conclusion is that for achieving the target of 81% universal education for the age-group six to eleven years during the Third Five-Year Plan, we must enrol 36 lakhs of children every year. Can it be done? The task is staggering but it can be done if all the resources and energies of all the people are exploited and the task is undertaken with all the devotion and determination of which we are capable. The inescapable conclusion is that if this target is to be achieved, the procedures and practices of the First and Second Five-Year Plans have to be abandoned; new and effective methods have to be applied. As Shri J.P. Naik has rightly observed, "If Primary education is to develop adequately during the Third Five-Year Plan, intensive efforts will have to be made to assist the backward States. The major efforts in the field will have to be made by the States themselves by mobilising community support to the full and by allocating larger funds from their own revenues. But the Centre also will have to assist them liberally to enable them to clear up their backlogs accumulated through a century or more of neglect."

Education of Girls and Backward Classes

No matter what is done for promoting Universal education, millions of *girls* and more millions of *backward classes* in India will baffle every worker in the field of education for several years. Prejudices and taboos can be abolished only with patience and caution. Most of the Tribes live in forests and inaccessible areas. Teachers from other parts of the country are not prepared to work among Tribals. The vast majority of tribal languages have no script and no literature. So text-books cannot be prepared. Public opinion among the tribal people is not willing to accept education on a compulsory basis. Satisfactory solutions will have to be found for all these problems before the dream of universal education can be realised.

With regard to the promotion of girls' education, Publication No. 408 of the Union Ministry of Education is a valuable document. It is the Report of the National

Committee on Women's Education published in 1959. The discerning reader of this Report is impressed with the educational wisdom and insight of the Committee. There have been abundant educational reports in free India. Some of them are remarkable for the statement of problems only while others are remarkable for the recommended solutions only. The Report on women's education is remarkable for the analysis of its problems as well as the recommended solutions. And in this it surpasses all the reports published in free India, so far. Women have proved that they are shrewder and more practical than men. The stupendous problem of girls' education in India has been squarely faced for the first time in our long history and the most practical solutions have been suggested. This Report has stated that in 1956-57 the population of India was 39.19 crores. It is expected to reach 43 crores by 1965-66. Taking the female population as 50 per cent and the number of children in the age-group of 6 to 11 at 12.5 per cent, we shall have to provide for about 2.69 crores of girls in primary schools by 1965-66. It was calculated in 1956-57 that the total enrolment of girls in the whole country was 80 lakhs in primary classes. Thus it is obvious that 1.89 crores of girls have to be enrolled in primary classes by the end of the Third Five-Year Plan. If the efforts of the Second and Third Five-Year Plans are pooled, the conclusion is that 21 lakhs of girls should be enrolled annually. The magnitude of this task is seen only when it is stated that between 1959-60 and 1956-57 the enrolment of girls in primary schools has been only 4.5 lakhs per annum. And this has been our best performance during the last hundred years ! So now we have to improve upon our best performance and this improvement has to be nearly five times better ! !

It is necessary to recall here the Universal Declaration of Human Rights adopted by the U.N. General Assembly in 1948 which contemplates that "Every one has the right to education. Education shall be free at least in the Elementary and fundamental stages. Elementary education should be compulsory". [Article 26(i)]. This target of universal education has been realised in some countries of the world almost a century ago. By now universal and compulsory education has been provided for a period of seven years in every country in the West. U.S.A. has provided for eleven years of compulsory universal education and efforts are being made to extend this period to thirteen years which would include secondary education plus two years of college education. In Asia no country except Japan has reached the target of universal compulsory education. The Unesco is aware of the grave dangers of illiteracy in the Asian region and is anxious to provide all help in the promotion of Universal compulsory education for the teeming millions in Asian countries. The Unesco had convened a Conference of educationists at Karachi in January 1959. This Conference was attended by Education Ministers and educational administrators of almost all Asian countries. The Report of this Conference is a valuable document and must be studied by everyone interested in universal compulsory education. This Conference has worked out that an amount of 10,000 crores of rupees and a period of 35 years would be required for achieving the target of universal compulsory education in all Asian countries.

What is harder than rock, or softer than water ? Yet soft water hollows out hard rock. Only persevere.

—*Ovid*

planning education for leadership

Democracy and Leadership Training

LEADERSHIP IN THE PAST was the privilege of the few, based mainly upon their social and economic status. The present-day democratic system requires a wide diffusion of power and responsibility and a widespread programme of training in leadership, so that society does not get into the grip of a handful of power-seeking individuals. A concerted attempt to pull people up to stand on their own feet is especially important in our country where centuries of foreign rule have sapped the capacity of the people to take initiative in handling their personal and social affairs. The decision of the country to decentralise authority, already implemented in many states, urgently requires that people be trained to assume leadership in various walks of life. For, as Eric James has pointed out, a "high level of leadership is required for a satisfactory devolution of power and that nothing leads more surely to an undue centralisation of authority than a lack of suitable leaders". Since in a democratic set up there has to be widespread diffusion of authority among the people, leaders at various levels need to be recruited from various sections of the people. This "recruitment" of leaders from various sections is "attainable only if the educational system is of such a kind that it can recognise and develop the characteristics of leadership; it is only by such an education that the limitations of the social economic and cultural backgrounds of the individual can be transcended ......".

What is Leadership?

It is very difficult to define leadership. To a certain extent it can be defined in terms of leadership behaviour. Edgar L. Morphet and others, in their book "Educational Administration", define it as follows :

"Briefly any person provides leadership for a group when he : (*i*) helps a group to define tasks, goals and purposes (*ii*) helps a group to achieve its task, goals and purposes and (*iii*) helps to maintain the group by assisting in providing for group and individual needs."

In the U.S.A. considerable research has been conducted to determine the qualities essential for assuming the role of leadership. In 1948, for instance, Stogdill surveyed about 124 studies of personality factors associated with leadership and found that in about 15 studies a person surpassed the other members of his group in intelligence, scholarship, sense of responsibility, industry and social participation and socio-economic status; in about 10 studies he found that the individual occupying a position of leadership measured above the average person in sociability, initiative, persistence, how to get things done, self-confidence, alertness to and insight into situations, cooperativeness, popularity, adaptability and verbal facility. Robert B. Myers also studies the problem and his list of qualities associated with leadership is in agreement with the list of Stogdill. It may be interesting to note that it has been found that the relationship of intelligence to leadership is very low; the correlation coefficient being about .28 as found out by Stogdill. Since "personality traits identified as being related to leadership are acquired traits and as such are subject to modification by training and experience", education has a significant task to perform in the training of people for

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assuming leadership in the various walks of national life.

Levels of Leadership

Leadership is of various levels. It can be roughly classified as being of three levels *viz.* leadership at the highest level, at the intermediate level and at the lowest level. Society requires persons who can do higher planning and lay down policies. They have usually very high educational and technical qualifications and possess intelligence of a superior order. Below them are those who possess technical skills of a lower order and have the capacity to assume responsibility for implementing the decisions that have been arrived at. They, because of their knowledge and skill, provide leadership to the local communities in organising themselves to carry through the various projects decided upon. The Secondary Education Commission felt that the role of the secondary school was to train students who "should be able to enter various walks of life and fill the role of, what may be called, leadership at the intermediate level". "The special function of the secondary school in this context" states the Report of the Secondary Education Commission, "is to train persons who will be able to assume the responsibility of leadership—in the social, political, industrial or cultural fields—in their own small groups or communities or localities". The content, methods and other programmes of our secondary schools need to be appraised from the point of view of how far they help in the recognition and training of the future leaders of the country. In this article an attempt has been made to indicate what is being done to improve secondary education in the country from the point of view of making available to the country a larger number of leaders of the intermediate category and to make some suggestions for further improvement.

Selection of Students

The first problem that needs to be tackled in this regard is that of selecting the right type of students for secondary education. Training can be of no use unless those who are fit to receive training are selected with proper care. At present 50 to 55 per cent of those who appear in the Matriculation or equivalent examinations fail. There would thus appear, *prima facie,* a strong case for restricting admissions to secondary schools. There are, however, good reasons for not doing so. The child at that age is just opening up and it is not possible to judge his potentiality at that stage. Secondly, the backward sections of the community, because of their family background, cannot fairly compete at that age with their more favourably placed fellows. Thirdly, the standards of teaching in various schools are so different that a boy from a poor school will be at a grave disadvantage through no fault of his. Fourthly, our standards of teaching are so poor and our examination system so defective that failure in the examination is no proof of a child's inherent incapacity to profit by secondary education. Fifthly, only 11.4 per cent of children of the age-group 14–17 would be in school in 1960-61, whereas the tendency in various advanced countries of the world is to provide secondary education for all children.

The problem of 'selection' here is really to bring in clever children, who on account of their poverty are today kept out. Of 100 children who join class I, only 33 reach class V and only 19 reach class VIII. Of those who are enrolled in class VIII only 75 to 78% reach class IX. The situation calls for the institution of a large number of scholarships at the secondary stage. The exact provision made for scholarships in the Third Plan, at this stage is not yet known but it is not likely to be enough. It is, however, hoped that it would be possible for the country to make adequate provision in future Plans.

Diversification of Courses

Then there is the question of providing to the child a programme of studies for which he is best suited by his intelligence and aptitude. Otherwise, he generally does

not acquire the degree of mastery over his subject which is essential for commanding a position of leadership in his group or community. This calls for providing a variety of courses at the secondary stage of education. This is necessary also from the point of view of the country's requirements of trained personnel of the intermediate category. Otherwise, the phenomenon of abundant educated manpower on the one hand and shortage of suitably trained personnel on the other will continue. The employment position for ordinary matriculates, appears to be getting worse from year to year. As against 1.72 lakh matriculates on the live register of the employment exchanges in March 1956 their number increased to 2.86 lakhs in March 1959. And if, as has been pointed out by National Sample Study No. 8 on "Urban Unemployment" it is remembered that only 45% of the matriculates were registered at the exchanges in September, 1953, the problem assumes still larger dimensions. The chief reason for this situation appears to be the unemployability of the average matriculate, for considerable shortages were experienced in respect of various categories of personnel in the field of community development, health, social welfare etc. requiring matriculation plus some professional training. In the Third Plan about 12 lakh people with matriculation and some professional training are estimated to be required. It is necessary that a closer liaison is established between secondary schools and the employing agencies.

Diversification of courses was started towards the end of the first Plan. By the end of the current Plan there will be 1,550 Multi-purpose Schools out of 14,000 high/higher secondary schools. But due to the shortage of teachers for practical subjects like technology, agriculture, etc. and inadequate equipment, these schools have not been functioning satisfactorily. It is, therefore, planned to consolidate the existing position in the Third Plan. It has been decided to set up four Regional Training Institutes for meeting the shortage of trained teachers in various fields.

Educational and Vocational Guidance

The success of the diversified courses provided at the secondary stage depends, to a large extent, on the provision of educational and vocational guidance to the students. If the selection of the courses is done haphazardly, more on the basis of prestige that a particular course has in the eyes of the parents rather than on the basis of a student's capacity and aptitude, no positive results can be achieved. Work in this regard started towards the end of the First Plan. By the end of the Second Plan there will be an Educational and Vocational Guidance Bureau at the Centre and similar bureaus in most of the States. Their work, however, has not yet effectively reached the schools. During the Third Plan it is proposed to make good this deficiency by the appointment of properly trained counsellors and career masters in schools. The bureaus will also be further strengthened.

A Stage Complete by Itself

The Secondary Education Commission have emphasised the need of making the secondary stage of education "as a stage complete in itself with its own ends and special purposes". With a view to achieving this it was decided to raise the 10-year secondary school to an 11-year higher secondary school so as to cover the expanded syllabus required for the purpose adequately. The progress, however, in converting the existing high schools into higher secondary schools has been slow. As against the total number of about 14,000 high/higher secondary schools likely to exist in the country by the end of the Second Plan the number of higher secondary schools would be only about 3,000 or about 21% of the total number. In the Third Plan it is proposed to have 50 per cent of all secondary schools of the higher secondary pattern. The main difficulty in speeding up this reform further is the dearth of suitable teachers and resources. States are taking different steps to make good this deficiency in various ways.

Methods of Teaching

For the development of qualities of leadership such as resourcefulness and ability to inspire confidence etc. the methods of teaching are as, if not more, important as the content of the courses. Qualities of leadership can be developed not by sermonising but by providing actual opportunities for their exercise and growth. As has been stated by the Secondary Education Commission: "Discipline or co-operation for instance, cannot be instilled into students through lectures or exhortations; they can become a part of the individual's normal technique of life only when he has been given numerous opportunities of participating in freely accepted projects and activities in which discipline and cooperation are constantly in demand for achieving the ends in view." Basic education, which is to be our pattern of education at the elementary stage centres round craft, community living and the natural environment. Knowledge is imparted in response to the attempt of the child to understand the environment and handle these activities. As such the basic education technique is ideally suited to the building up of a vital and alert personality assuming various responsibilities in an active group or community. The relevance of this method to the secondary stage should be an urgent problem for investigation at the secondary stage.

Cooperative Community Living

The general atmosphere in a school has much to contribute to the development of desirable qualities among the students. If the administration is authoritarian there is hardly any scope for the exercise of individual initiative on the part of either the staff or the students of the school. In a democratically constituted community individual dignity is respected and free scope is afforded for the exercise of individual responsibility. Further, democratic functioning demands cooperation and disciplined behaviour among the members of a group. It is, therefore, desirable that our schools are organised on democratic lines, where every student gets a chance for shouldering responsibility. Self-government should be introduced in schools and students entrusted with the organisation of different school activities, such as the publication of the school magazine, organisation of sports, consideration of some cases of indiscipline and breach of school rules, decoration of the school etc. For this purpose, students would need to be organised in small groups and definite activities assigned to them. The secondary school as visualised by the Secondary Education Commission, was to be a community where "students will (would) be given full freedom to organise functions, to conduct many of the school activities through their own committees and even to deal with certain types of disciplinary cases".

Problem of Gifted Children

Another aspect of the problem of training for leadership is the question of detecting the specially gifted and providing them with education of the type for which they are mentally equipped. Of late in the U.S.A. and England there has been a growing concern for the education of the gifted students and it has been asserted that our concern with the needs of the average students has led to the neglect of the potential genius. It is also asserted that since the latter does not receive a treatment that his intellectual capacity really deserves and since he is generally made to mark time till the average student of the group has completed a particular unit of course, there is a greater possibility of his manifesting undesirable behaviour patterns. The need for detecting talented students fairly early and providing them with stimulating programmes—intellectual and otherwise—has been emphasised. Controversy, however, seems to revolve round how to provide special programmes for them. There are those who state that special schools for them should be set up, while, on the other hand, there are others who oppose this on social and educational grounds. The three types of secondary

schools in England, of which Grammar Schools are supposed to meet the needs of the intellectually gifted, do not seem to have satisfied all. There is an increasing trend to open comprehensive schools, where the needs of the students with varying intelligence, aptitudes and interests are met. For arranging education commensurate with the actual capacity of the child, students of a class or subject are distributed into three streams, *viz.*, A, B and C. In India, however, the problem has not as yet been seriously studied. It will however have to be done and adequate arrangements will have to be made to detect and train the specially gifted.

DO YOU KNOW?

- About 2,52,400 *additional* women teachers would be required at the primary stage during the Third Plan.

- The Central Bureaus of Textbook Research and Educational and Vocational Guidance have been merged into the Central Institute of Education, Delhi, with effect from 1st November, 1960.

- With a view to ensuring economic security for teachers after retirement, the Directorate of Education, Delhi, has introduced a scheme under which the teachers can take out insurance policies.

- Out of 15,000 candidates who appeared for the M.A. Examination in 1959 from 29 universities, some 12,000 passed. Four per cent of the successful candidates secured the first division and 34 per cent the second division and as many as 62 per cent passed in the third division.

expansion of women's education under the third plan

THE NATIONAL COUNCIL for Women's Education, which has been set up by the Government to advise them on matters relating to the education of girls and women, at its first meeting held in October, 1959, considered in detail the question of reducing the glaring disparity that exists between the education of girls and boys, during the Third Five-Year Plan in the light of the recommendations made to the Government by the National Committee on Women's Education. This was at the time when the Central and State Governments were engaged in the formulation of their proposals for the Third Five-Year Plan and it was, therefore, appropriate, that the Council should make their proposals for consideration of the Government regarding

(*i*) priority to be accorded to schemes for promotion of girls and women's education in the Third Plan,

(*ii*) creation of suitable machinery to deal with the problem of education of girls and women,

(*iii*) feasible targets to be aimed at for the enrolment of girls at the various stages of education,

(*vi*) specific allocation of funds and special programme for the education of girls and women,

(*v*) need for locating the special programme in the centrally sponsored sector, and

(*vi*) need for educating public opinion in favour of girls' education.

The expansion of Women's Education in the Third Plan is, therefore, based on the decisions and the action taken on the above proposals of the National Council. They are explained in some detail in the following paragraphs.

High Priority

The National Committee on Women's Education and the National Council have recommended that, in view of its extreme backwardness "the education of girls and women should be regarded as a special problem for some years to come; that a bold and determined effort should be made to face its difficulties and magnitude and that the existing gap be closed in as short a time as possible." They have further recommended that a very high priority should be given to schemes prepared from this point of view.

The Government of India and almost all the State Governments/Administrations have accepted this recommendation in principle.

Suitable Machinery

Any scheme of development will produce the desired results only if it is administered with imagination, efficiency and a sense of involvement. It becomes workable only if it is planned realistically and its policies laid down clearly. Its working details have to be carefully drawn up taking into account the real position and actual needs. The machinery in charge of any scheme, therefore, has to be adequate and suitable. The National Committee's proposal

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regarding suitable machinery for this sector is :

(*i*) A National Council for guidance, leardership and advice; and

(*ii*) a Unit under a Joint Educational Adviser for administration *at the Centre.*

(*iii*) State Councils for guidance, leadership and advice at the State level; and

(*iv*) Joint/Deputy Women Directors to be in charge of girls and Women's Education *in the States.*

The Ministry of Education has already set up the National Council to advise the Government on policies, priorities and programmes for girls and women's education and have also established a Unit to deal with the issues arising out of the programmes formulated for promoting women's Education and to expedite action in the light of Government decisions. The Ministry has recommended to the States a similar machinery.

All the States except Madras, Kerala and Andhra have set up or decided to set up State Councils to advise them on matters relating to Women's Education and all except Madras and Kerala have already appointed Women Deputy Directors to be put in charge of Girls Education. The new States of Maharashtra and Gujarat have yet to take a decision in this respect.

Targets for Enrolment

The magnitude of the problem will be revealed when we take into account the likely achievement in respect of the enrolment of gilrs by the end of the Second Plan period. By 1960-61 *at the primary stage* 107 lakhs of girls or 42.7% as against 224 lakhs of boys or 84.9% are expected to be in school. By 1965-66 the number of non-attending girls is expected to be 193 lakhs. Under the circumstances the National Council felt that it would not be feasible nor possible to enrol all these girls by 1965-66. The proposal was revised, therefore, *to enrol at least 50% of girls in the States of Jammu & Kashmir, Uttar Pradesh, Rajasthan, Bihar, Orissa and Madhya Pradesh and 90% in the remaining States/Administrations.* Even then the additional number of girls to be brought into school will be about 109 *lakhs* which will mean more than trebling the present rate of enrolment of girls.

At the middle stage, the enrolment position in 1960-61 is expected to be 16 lakhs of girls or 8.3% as against 54 lakhs of boys or 34.3%. The Council has suggested that *the enrolment of girls should be increased to at least half that of boys by* 1965-66.

The proposal made in furtherance of this suggestion is *a minimum enrolment of 12.5% of girls in the States of Jammu & Kashmir, Rajasthan, Bihar, Uttar Pradesh, Orissa and Madhya Pradesh and a minimum enrolment of 25% in the remaining States/ Administration as against the overall national target of 30% at this stage.* Even then the additional number of girls to be brought into school would be about 20 lakhs which will mean more then doubling the present rate of enrolment of girls.

As for *the secondary stage,* the enrolment in 1960-61 is expected to be 5.5 lakhs of girls or 4.2% as against 23.9 lakhs of boys or 18%. The Council has suggested that it would be reasonable to increase the enrolment of girls to at least one-third that of boys by 1965-66. *The proposal made in this connection is to aim at 5% of girls in the States of Jammu & Kashmir, Rajasthan, Uttar Pradesh, Bihar, Orissa and Madhya Pradesh and 10% in the remaining States/Administrations as against the overall national target of 15% at this stage.* Even then the additional number of girls to be brought into school would be about 6 lakhs which will mean doubling the present rate of enrolment of girls.

Regarding *University and Adult stages,* no specific targets have been suggested.

The recommendation is only to increase the enrolment of girls as largely as feasible at the University stage and for adult women to organise one or two condensed courses in as many blocks as possible.

These suggestions have been broadly accepted by the Government and the States/Administrations have been asked to finalise their plans accordingly.

Specific Allocation and Special Programme

The attainment of these targets presents a variety of problems and difficulties of varying magnitude in the different States/ Administrations. In the State of Kerala, the proposed targets present no problem. In Assam, Madras, Maharashtra, Gujarat and West Bengal the present rate of enrolment has to be increased by 1.3 to 2.3 times and may not be very difficult. But the increase has to be three times or more in Madhya Pradesh, Mysore and Punjab; about four times or more in Jammu and Kashmir, Rajasthan and Orissa; about six times or more in Bihar, Andhra Pradesh and Uttar Pradesh. Besides, in all States/ Administrations, whether educationally advanced or not, there are backward areas or pockets. The backwardness in educational progress again is much greater in some States than in others—wide disparities exist between one State and another. *All this indicates that the proposed targets for the Third Plan cannot be achieved in the normal course and through such programmes as we have been able to organise so far in the First and Second Plans.* It will be obvious that special measures have to be taken without any qualms as to discrimination and attention directed to what may be termed weak spots, that is the areas of backwardness.

The National Council, therefore, reiterated the suggestion of the National Committee that there should be a special programme for the expansion of girls only, which would be over and above the general programme meant for both boys and girls.

The Government have accepted this suggestion and have asked the State Governments/Administrations to prepare their plans accordingly. The *general programme* will include all measures for developing education in the normal way beneficial to both boys and girls. It would include the cost on account of all teachers—men and women—teacher training, school buildings, equipment and contingencies and other recurring expenditure such as cost of inspection, direction and administration and inducements common to both boys and girls alike.

On the other hand, the *special programme* will include only such of the schemes as are meant to overcome the peculiar difficulties that stand in the way of the education of girls and to remove the various disabilities from which they suffer. The measures proposed under this programme are intended to meet the difficulties of girls due to socio-economic conditions, lack of sufficient number of women teachers, lack of proper school facilities, absence of hostel facilities etc., which adversely affect their going to school. They will, primarily be applicable to such areas where the enrolment position is most unsatisfactory. This programme will thus provide additional inducements only for girls over and above the general facilities which they would share with the boys. It will, therefore, serve as a complement to general programme.

The National Council with the help of an expert sub-committee including representatives of the Ministry of Education and the Planning Commission finalised details of the content of a Rs. 100 crore special programme to be taken up in the Third Five-Year Plan for promoting girls' education at all stages and submitted it for the consideration of the Government of India.

The Working Group on Education considered this programme and accepted the recommendation made by the Council. Accordingly a sum of Rs. 94.85 crores was

provided in the total educational plan of Rs. 980 crores. But as the total allocation was cut down to Rs. 370 crores, it was felt that on the basis of proportionate reduction the education of girls would get about Rs. 36 crores in consideration of the high priority accorded to this programme by the Government. But unfortunately the outlay suggested is only Rs. 17 crores for the elementary, secondary and university stages. The National Council and the Education Panel of the Planning Commission have made strong representations to the Planning Commission to increase the allocations appreciably.

Special Schemes

In the meanwhile, the Ministry of Education, on the basis of the special programme suggested, has proposed the following schemes to be taken up for implementation during 1961-66 :

1. Special programme for expansion of girls' education and training of women teachers at the elemetary stage for an outlay of Rs. 11 crores.
2. Special programme for expansion of girls' education at the secondary stage for an outlay of Rs. 5 crores.
3. Establishment of National Institutes for Higher Education and Training of Women, the estimated cost being Rs. 1 crore.
4. Scheme to provide financial assistance for putting up buildings for setting up industrial training Centres at an estimated cost of Rs. 58.80 lakhs.

The special schemes at the elementary and secondary stages are intended to step up the enrolment of girls to school. They include schemes like :

1. Construction of quarters for women teachers.
2. Village allowance to women teachers working in rural areas.
3. Appointment of school mothers.
4. Special amenities like sanitary blocks etc. for girls in co-educational schools.
5. Establishment of hostels for girls from rural areas.
6. Attendance scholarships, prizes etc. to girls and grant of clothing.
7. Free or subsidised transport for girls where hostel facilities do not exist.
8. Scholarships and stipends to girls.
9. Educating public opinion in favour of girls education.

Further, the State Governments are at liberty to select any one or more of these schemes or suggest new ones according to local needs.

The proposal for establishing a National Institute for higher education and training of women needs special mention. It has been included with the object of training women to positions of high level leadership and responsibility in various walks of life. A committee under the Chairmanship of Mrs. Indira Gandhi has been proposed for working out details of this scheme.

The fourth scheme is intended to assist voluntary organisations for constructing buildings for the establishment of industrial training centres to provide training facilities for women in those fields where women personnel are needed. This is for supplementing the Ministry of Labour's scheme for establishing about two such centres in each State.

Besides the above, the University Grants Commission has decided to earmark a sum of Rs. 2 crores for construction of hostels for girls in colleges. The Central Social Welfare Board has also set apart a sum of Rs. 2 crores for construction of hostels for girls in colleges. The Central Social Welfare Board has also set apart a sum of Rs. 3 crores for condensed educational courses for adult women. The

Ministry of Scientific Research and Cultural Affairs is also likely to make provision up to Rs. 5 crores for establishing Junior Technical Schools/Polytechnics for girls.

The effects of lower allocations, however, can be easily envisaged. Unless vigorous measures are taken to bridge the gap between the education of boys and girls, the disparities will not be reduced to an appreciable extent within a reasonable period. If sufficient priority is not given to these special programmes and if adequate funds are not provided for the purpose, the pace at which this gap is being bridged which is already slow will be slowed down further. The women personnel required for the implementation of various plan schemes will also not be available and ultimately the plan itself will suffer to that extent.

The provision of special allocations and formulation of special schemes are not enough to enable States taking up and implementing this programme. The Council have therefore very strongly pleaded that the Government of India should sponsor this programme and give assistance to the States on a non-matching basis as in the Second Plan scheme for "Expansion of girls' education and training of women teachers". Such a step will ensure that in the context of meagre resources, schemes under this programme will not be driven to the background and funds diverted, owing to the pressure of other demands.

Educating Public Opinion

The Council has attached much importance to this aspect in view of the little appreciation there is by parents specially in the rural areas of the need for educating girls. There is, therefore, great need for continuous and intensive propaganda for educating public opinion in favour of educating girls.

With the provision of better school facilities for expanding girls education together with adequate measures for overcoming their special difficulties and the creation of a strong public opinion in favour of women's education, it should be possible to achieve tangible results in the course of the Third Plan.

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Roundup of activities
Ministry of education

Plan Coordination

The Scheme of Assistance to Voluntary Educational Organisations was revised. The State Governments were requested to examine proposals in the light of the revised scheme.

With a view to finalising the estimated outlays of educational schemes to be included in the Central Sector of the Third Five-Year Plan, two meetings on July 21 and August 3, 1960 were held with the representatives of the Planning Commission. Though no final decisions were taken, considerable progress was made in preparing a tentative list of schemes to be included in the Central Plan.

The Working Group on Education held discussions on the Draft Third Five-Year Plans of Delhi, Himachal Pradesh, Pondicherry, Tripura, Manipur, Laccadive, Minicoy and Amindive Islands, Andhra Pradesh and Uttar Pradesh and recommended an outlay of Rs. 12.82 crores, Rs. 2.39 crores, Rs. 1.42 crores, Rs. 2.31 crores, Rs. 1.11 crores, Rs. 0.18 crores, Rs. 20.90 crores and Rs. 48.50 crores respectively.

ELEMENTARY AND BASIC EDUCATION

National Institute of Basic Education

(i) *Publications*

The publication 'Administration of Basic Education' was released from the press and distributed.

(ii) *Organisation of a Workshop*

A two-week workshop of the staff of the Institute and the Senior Basic School, Chhatarpur was organised in the Institute in July, 1960 to guide the teachers in preparing detailed work plan.

(iii) *Organisation of a Conference*

A one-week conference of the Headmasters and supervisory staff of the 22 model Basic schools of Delhi was organised in September, 1960, with a view to making the participants understand how they could make their school a 'model' institution.

(iv) Dr. Stephen M. Corey of the Columbia University joined the institute as T.C.M. Expert.

Basic Education Week

A 'Basic Education Week' highlighting the salient features of Basic Education is being celebrated by the States, Union Territories and the Union Government for the last three years. The last day of the week coincides with the Republic Day on 26th January every year. The celebrations include several items such as talks, discussions, seminars, exhibitions, symposia, film shows etc. It is proposed that the 'Week' should be celebrated this year too in a befitting manner.

This time the week falls on the eve of the introduction of the scheme of free and compulsory primary education throughout

the country. It is proposed that the celebration should also include the prominent features of this scheme.

The State Governments and Union Territories have been requested to make necessary arrangements in this connection. Arrangements are also being made with the All India Radio to broadcast talks, discussions etc.

Compulsory Primary Education Programme

During the quarter under report administrative approvals were issued to four State Governments for a total sum of Rs. 63,40,000 under the programme of providing free and compulsory primary education/expansion of teacher-training facilities during 1960-61.

On 21st September, 1960, the President accorded his assent to the Delhi Primary Education Act, 1960 as passed by both the Houses of Parliament. The Act has been published in the Gazette of India Extraordinary Part II, Section I, dated 22nd September, 1960 and has come into force with effect from October 2, 1960, the birth anniversary of Mahatma Gandhi.

The Government of Andhra have drafted a Bill for the introduction of compulsory primary education in the State.

Relief to Educated Unemployed

Under the scheme of Relief to Educated Unemployed and Expansion of Primary Education it has been decided to increase the total number of teachers for allotment to States by 10,000. As a result of this increase the total number of teachers available for appointment has risen from 60,000 to 70,000.

Improving Science-Teaching in Elementary Schools

Under the Centrally Sponsored Scheme of Improving Science Teaching in Elementary schools, administrative approval for Rs. 10,000, Rs. 7,904 and Rs. 7,700 has been issued to the Governments of Punjab, Madras and Kerala respectively.

Production of Literature for Children and Teachers

A Central Scheme for the Production of Literature for Children and Teachers is proposed to be included in the Third Plan with a total provision of Rs. 38.0 lakhs. The following Sub-schemes are proposed to be included in this Scheme :

(*i*) Continuation of the annual competition for Children's Books.

(*ii*) Assistance to Children Book Trust.

(*iii*) Organisation of Sahitya Rachanalayas.

(*iv*) Production of Children's Books on an all-India basis.

A Centrally Sponsored Scheme—"Production of Literature for Children and Teachers", is also proposed to be included in the Third Plan with a total provision of Rs. 32.0 lakhs. Under this Scheme it is proposed to give a grant-in-aid of Rs. 2 lakhs to each State on a 100 per cent basis for the purpose of producing or encouraging the production of literature for children and teachers in the regional languages.

A sum of Rs. 2 lakhs will be reserved for work in the Union Territories.

WOMEN'S EDUCATION

National Council for Women's Education

The Second Meeting of the National Council for Women's Education was held on 5th and 6th August, 1960 to consider the programme for the education of girls and women in the light of reduced allocations. The recommendations made by the Council are under consideration.

Special Programme for the Education of Girls and Women in the Third Plan

On the recommendation of the National Council for Women's Education the Ministry of Education have proposed the following Centrally Sponsored Special Schemes for the education of girls and women for implementation during 1961-66 :—

Special Schemes for the Primary, Middle and Secondary Stages :

This scheme is intended to offer special inducements for girls for increasing their enrolment. Sub-schemes like attendance scholarships, and prizes, special amenities in the form of sanitary blocks in co-educational schools, free tuition to girls from rural areas, free and subsidised transport, grant of scholarships have been proposed under this scheme. The total plan outlay proposed is Rs. 11.25 crores.

Special Scheme for Increasing the Number of Women Teachers :

This scheme is intended to offer additional inducements exclusively for women for increasing the number of women teachers. Sub-schemes like quarters for women teachers in rural areas, village allowance for women teachers working in rural areas, appointment of school-mothers, pre-selection of girls and women to work as teachers have been proposed under this Scheme. The total plan outlay proposed is Rs. 8.75 crores.

Special Scheme for the Provision of Hostel Facilities in the Middle and Secondary Schools for Girls :

This scheme is intended to provide one such hostel in every District during the Third Five-Year Plan period. The total plan outlay proposed is Rs. 5 crores.

Scheme of Assistance to Voluntary Organisations for Construction of Buildings for Industrial and Vocational Training Centres for Women :

This scheme, that will be implemented in collaboration with the Ministry of Labour, intends to provide financial assistance for establishing one such centre in every State during 1961-66. The total plan outlay proposed is Rs. 58.80 lakhs.

Scheme for the Establishment of National Institutes for Higher Education and Training of Women :

This Institute will train women to positions of high level leadership and responsibility in various walks of life. The total plan outlay proposed is 1 crore.

Expansion of Girls Education and Training of Women Teachers

Administrative approval has been issued to the following State Governments/Union Territories for the amounts indicated against each for the implementation of the Scheme during 1960-61:

		Rs.
Tripura	..	24,000
Assam	..	1,08,000
Orissa	..	3,72,552
L. M. & A. Islands	..	3,500
Madhya Pradesh.	..	5,68,000
Madras	..	4,94,000

Proposals received from Uttar Pradesh and Himachal Pradesh are under examination while proposals from other States/ Union Territories are awaited.

Hostels for Middle and Secondary Schools for Girls

Under the above scheme, a new Sub-scheme—provision of hostel facilities in the middle and secondary schools for girls—has been approved. The State Governments were asked to send five applications of institutions conducted by the State Government as well as by Voluntary Organisations. The maximum grant-in-aid that may be made available would be Rs. 1,500 per student subject to a maximum of a hundred girl students per hostel. Twenty-five per cent of the approved expenditure will be met by the voluntary organisations themselves. State Governments are exempted from this condition.

Applications have been received from the States of Madhya Pradesh, Orissa, Mysore, West Bengal, Madras, Gujarat, Rajasthan, Punjab and Andhra Pradesh and are under examination.

SECONDARY EDUCATION

State Education Ministers Conference

A conference of the State Education Ministers was held at New Delhi on 4th and 5th November, 1960.

Promotion of Inter-State Understanding

It has been decided to hold the next rally of the Secondary School students at New Delhi from 22nd to 28th January, 1961.

New York Herald Tribune Forum

The recommendations received from the State Governments were considered by the Central Selection Committee being set up to select a student for participation in this forum in the U.S.A. for a period of about three months, from January to March, 1961.

Assistance to Voluntary Educational Organisations

The following grants were sanctioned during the period under report :

Name of the Institution	Amount paid	Purpose of Grant
Raisina Bengali Higher Secondary School, New Delhi.	2,585	Continuation of Educational and Vocational Guidance Centre.
Sri Avinashilingam Home Science College, Coimbatore.	11,648 (Fifth and final instalment)	Establishment of Home Science College.

Educational Delegations to and from India

A 20-member teacher/students delegation from Nepal is expected to visit India this year. A similar delegation is expected from Bhutan. The dates of the visits are under consideration.

25 students, from Sikkim will visit India for a month on a Bharat Darshan Tour.

Union Territories

Delhi

The Government of India have since taken decisions on those recommendations of the Aided Schools Enquiry Committee which had financial implications. The decisions taken are :

(*i*) The quantum of recurring grant-in-aid paid to Government aided private schools in Delhi has been raised from 90% to 95% of the deficit (approved recurring expenditure minus income from fees), with effect from 1st October, 1960.

(*ii*) The grant-in-aid has been allowed on the post of Demonstrators in aided schools where science is taught in high and higher secondary classes. The grant would be admissible only in respect of one post of Demonstrator to be appointed in the scale of Rs. 80-220.

(*iii*) The Government aided schools have been allowed leave reserves on the basis of 5% of the approved sanctioned strength of teachers in a School. If the sanctioned strength of the teachers is less than 20 but more than 10, one full-time leave reserve teacher will be sanctioned. In the case of high and higher secondary schools the leave reserve will be sanctioned in the scale of Rs. 68-170. In a high/higher

secondary school where the sanctioned strength justifies the appointment of more than one leave reserve the additional posts will be sanctioned in the scale of Rs. 68-170. These orders will take effect from 1st April, 1961.

(*iv*) All the class IV staff in aided schools will be entitled to the provident fund benefit provided they are permanent. These orders will take effect from 1st October, 1960.

Himachal Pradesh

Sanction has been accorded to the continuance of the practice of awarding six merit scholarships for M.A./M.Sc. courses at the rate of Rs. 50 p.m.

Sanction of the President has been accorded to the grant of rent-free residential accommodation, or house rent in lieu thereof, at the rate of 10% of the basic pay to the Principals of Government Colleges in Chamba, Solan and Rampur and also to the Principal of the Post-Graduate Basic Training College. The concession already enjoyed by the Principals of Government Colleges at Mandi and Bilaspur will be continued.

Tripura

Sanction of the President has been accorded to the creation of a post of Head Librarian in the Bir Chandra Public Library, Agartala, in the scale of Rs. 250—20—650—25—750, with effect from the date it is actually filled till 28th February, 1961, in the first instance. The post has been classified as General Central Service Class II—Gazetted.

Manipur

Sanction has been accorded to the grant of stipends at the rate of Rs. 30 P.M. to unqualified teachers deputed for training, with retrospective effect from 1st August, 1959.

Sanction of the President has been accorded to the grant of the following scales of pay to the Hindi Teachers after successful completion of the course of training for a period of one year, in the following manner :—

(1) Primary Schools :

(*i*) A scale of Rs. 60—1—65 to non-matric teachers trained for teaching Hindi.

(*ii*) A scale of Rs. 55—1—70—2½—75 to matric teachers trained for teaching Hindi.

(2) Middle Schools :

A scale of Rs. 75—3—105—EB—4—125 for matric teachers trained for teaching Hindi.

Andamans and Nicobar Islands

Sanction has been accorded to the continuance of the post of Education Officer in the scale of Rs. 400—25—500—30—800 for a further period of one year, till 28th February, 1961. It has also been decided that special Andamans allowance will also be admissible to the mainland recruits appointed to this post, in addition to other usual allowances.

L.M. and A. Islands

Sanction has been accorded to the upgrading of the four posts of matric trained teachers in the scale of pay of Rs. 68—4—120—5—170 to the posts of graduate trained teachers in the scale of pay of Rs. 80—5—120—8—200—10—300 (with an initial pay of Rs. 120 for those who are B.A., B.T. or B.A., B.Ed.), with effect from the academic year 1960-61. The holders of the upgraded posts will work as Headmasters of Higher Elementary Schools.

The Administrator has been authorised to purchase gramophones with four records of the National Anthem at a cost not exceeding Rs. 500 for the use of the schools of the Islands.

Sanction has been accorded to the creation of posts of the teaching staff for the

new high school set up in the Ameni Islands, for a period of one year in the first instance.

It has been decided by the Government of India that the students who were having their courses of study on the mainland last year and wish to continue their studies on the mainland itself may be awarded scholarships eligible to them for one more year only.

Sanction of the President has been accorded to the payment of an allowance of Rs. 15 p.m. to teachers appointed incharge of the reading-room-*cum*-libraries for adults in the Islands provided they perform the extra work after normal school-working hours.

Proposal for Exempting Scheduled Tribe and Scheduled Caste Students from Payment of Examination Fees

It has been decided by the Government of India that a student who is placed in compartment in Board/University Examination may also be granted exemption from payment of examination fees for appearing at the next compartmental examination. A student who failed in the first attempt will not, however, be entitled to the concession again for appearing at the compartmental examination. The fee concession should not be allowed for appearing more than twice at the same examination, whether regular or compartmental.

Central Institute of English, Hyderabad

Report on the P.U.C. materials prepared by the Institute is now ready. The Report as well as the materials will be circulated to the State Departments of Education and Universities in the country.

The fourth regular course commenced on 11th July, 1960 and 50 trainees completed their training in November, 1960. Two research fellows have been appointed. One is working on "Vocabulary tests for PUC students" and the other on "Reinforcing language teaching through comprehension material".

Research work is being carried on currently on the following topics :

1. A suitable English vocabulary for pupils studying in secondary schools.
2. A structural syllabus in English for secondary schools. This is also being tried out in a local high school with the co-operation of the Department of Education, Andhra Pradesh State.
3. A syllabus for the course in English for the Pre-Professional year.

Central Institute of Education, Delhi

The Institute has on roll at the moment 109 students in the B.Ed. class and 14 in the M.Ed. class. There are 20 students registered for Ph.D. in Education.

Two special features started during this period are monthly meetings of the Ph.D. colloquium and fortnightly meetings of the small seminar groups arranged for all students of the Institute on current problems and recent publications in the field of education. These have been planned with a view to giving students training in discussion in small groups and making them acquainted with current problems.

The following research work has been undertaken :

1. Academic achievement of children going from senior basic schools to higher secondary schools : The report has been finalised.
2. Achievement Test in Hindi : 100 items out of 212 that were tried have been selected. The final form is in the press. The Tests will be administered for finding the norms.
3. Group Test of intelligence (15-16 Years) : More tests will have to be constructed and tried out before a final form can be prepared.
4. Socio-economic background of bright children. Analysis of the

data collected last year is in progress. The home addresses of these boys have also been collected with a view to planning a long-term follow-up of these children.

5. Study habits of good and poor students. The first draft of the report is ready.

Seven seminars were held during the period under review on the following topics :

1. Mental hygiene and the school set-up.
2. How to create interest in students to read for pleasure in Hindi.
3. A Seminar for the teachers of biology.
4. The problems of teaching art in schools.
5. Education for international understanding.
6. Moral and religious education in schools.
7. Problems of beginning teachers in the first year of their teaching.

A workshop on educational administration and supervision for the heads of schools and inspectors of schools, a short course on the implementation of the new syllabus in English and a short course on the implementation of the new syllabus in Hindi were held in September, 1960.

An entertainment was held in the assembly hall of the Institute on 27th September in order to raise money for the Students' Help Fund. This is a fund from which students who are poor and needy are given necessary financial help. The students staged *She Stoops to Conquer* and were able to raise about Rs. 1,900.

Central Bureau of Textbook Research

Work on the following projects was continued during the months :

(*a*) "Assignments in Mathematics".
(*b*) "Assignments in Science".
(*c*) "Assignments in Geography".
(*d*) "Assignments in History"

The assignments for developing attitudes in history teaching were completed.

Introductions explaining the purpose, technique and facts to be borne in mind by the teachers in framing the following assignments were completed :

(*a*) Assignments fostering historical thinking.
(*b*) Assignments for development of ability and skills in reading and interpretation of pictures, maps, graphs and battle plans.

Guidance was given in the field of Textbooks and Curriculum to an M.Ed. student from the Government Training College, Patiala.

A comprehensive list of suitable books and pamphlets in English dealing with Indian life, culture and literature was prepared for onward transmission to Unesco for use in textbooks to be used in secondary schools in Denmark for students of 14-15 age-group.

Central Bureau of Educational and Vocational Guidance

Preparation of Tools

(*i*) Science Selection Battery : Necessary arrangements have been made for administering the tests in 19 local schools for validation purposes. So far approximately 300 students of six local schools have been tested.

(*ii*) Government of India Merit Scholarship Tests : The work of preparing the tests has been completed and the materials have been sent to the various States. A meeting of the representatives of the State Bureaux was held on 22nd August, 1960 to discuss the instructions and the procedures for administering the tests. The marks of the candidates from the various centres have been statistically analysed for determining the mean and the standard deviation of

each group. A final list of candidates selected for interview on this basis has been prepared.

(*iii*) Guidance Battery : It is proposed to develop norms for the class XI students of the Delhi schools for the following foreign tests :

(*a*) N.I.I.P. 70/23, a non-verbal test of intelligence.

(*b*) Minnesota Paper Formboard Test—a test of space visualization.

Training

During the first part of the quarter under review, the syllabus and time-table of the course were finalized and preparations for holding the course were completed.

The course commenced on 5th September. Twelve trainees from the States of Punjab, Kerala, Madhya Pradesh, Madras, Mysore and Delhi, have reported for training. Eleven of these trainees are State-deputees.

The staff of the Bureau have participated in the training course in Vocational Guidance for Employment Officers being conducted at the Director General of Resettlement and Employment.

Co-ordination

In a conference of Heads of Government Bureaux of Guidance convened in August, 1960 thirteen delegates from eleven States and two Union Territories participated. The purpose of convening the conference was to review the progress of guidance in secondary education to date, to plan for the Third Five-Year Plan and to work out measures for coordinating the activities of the various Government agencies working in the field of guidance. The conference has made a number of recommendations.

A study of the factors affecting the choice of subjects among students in higher secondary schools of Delhi has been undertaken. In this connection 20 students have been interviewed.

Occupational Information Programme

The work of analyzing and tabulating newspaper advertisements for the study of employment trends is in progress. So far 9,647 advertisements have been analyzed and the data tabulated.

Promotional and Other Activities

A pamphlet for pupils in the "Need for Guidance" series is under preparation.

The Bureau conducted the preliminary screening of children between the ages of 5 and 8 for the Government of India Merit Scholarship Selection programme at the request of the Directorate of Education, Delhi.

Directorate of Extension Programme for Secondary Education

Examination Unit

A five-day Training Course on Research in Evaluation was organised from 31st August at the Secondary Training College, Bombay, for the benefit of a group consisting of Co-ordinators, Lecturers of training colleges, selected teachers from secondary schools and representatives of Secondary School Examination Boards in Maharashtra and Gujarat States. A five-week Training Course for the State Evaluation personnel commenced in September in the Central Institute of Education, Delhi.

Strengthening Multipurpose Schools

Seven institutions were selected from the States of Jammu & Kashmir, Bihar and Maharashtra for inclusion in the Directorate's scheme of strengthening multipurpose schools in the country.

Extension Services

A training course for imparting instruction and training in the use of audio-visual equipment to the co-ordinators of Extension Services Departments of the Training Colleges in Central and Southern Zones commenced from the 19th September for

a period of four weeks, at the National Institute of Audio-Visual Education.

Experimental Projects

Sanction for payment of grants-in-aid amounting to Rs. 46,630 to 64 selected institutions in the various States for implementation of Experimental projects was received and the first instalment of grants-in-aid amounting to Rs. 31,543 was paid to these institutions.

HIGHER EDUCATION

Conference of Home Science Administrators

It has been proposed to convene, in co-operation with Technical Cooperation Mission, a Conference of Home Science Administrators on 23-25 January, 1961 in order that Home Science Administrators who have completed their observation tours in the U.S.A. will be able to share their experience with the other workers in the field.

Cheap Publication of Foreign Textbooks etc.

It has been increasingly realised that one of the handicaps suffered by our students and teachers in colleges and universities is the high cost of text and reference books in English and in order to overcome this difficulty efforts are being made to produce and make available books at reasonable price by arrangement with foreign publishers. The Ministry of Education set up an Inter-Ministerial Committee and has been able to compile lists of books on the following subjects which could be considered for publication : *Basic Sciences, Humanities, Medicine, Agriculture, Veterinary Science, Engineering and Technology,* Efforts are being made to evolve a scheme for developing the project.

Gurukul Kangri, Haridwar—Payment of Maintenance Grant

A sum of Rs. 25,000 being the second instalment of *ad hoc* grant-in-aid towards the maintenance expenses was sanctioned to the Gurukula Kangri, Haridwar.

Amendment to Statutes etc. of the Central Universities

The President, in his capacity as the Visitor of the Aligarh Muslim University, has approved the amendment to Statute 18(A)(1) of the Statutes of the University relating to the creation of the Faculties of Law and Commerce.

The President, in his capacity as the Visitor of the University of Delhi, has accorded sanction to the amendment to clause (1) of Statute 28 of the Statutes of the University relating to the Provident Fund rules of the University.

The President, in his capacity as the Visitor of the Visva-Bharati, Santiniketan, has accorded his assent to the proposal for the amendment to Statute 29 of the Statutes of the Visva-Bharati relating to the Provident Fund Rules of the University.

Appointment of Vice-Chancellor, Delhi University

On the recommendations of the Committee constituted under sub-clause (2) of Statute 11-F of the Statutes of the University, the President, in his capacity as the Visitor of the University of Delhi, has appointed Prof. N. K. Sidhanta as the Vice-Chancellor of the University of Delhi. Prof. Sidhanta has since assumed charge of his office.

Amendment to Provident Fund Rules of the Lady Irwin College, New Delhi

The Government of India have approved an amendment to Provident Fund Rules of the Lady Irwin College, New Delhi authorising the collection by the Directress of subscription at the rate of 8 1/3% of salary by deduction from each month's salary and credit to the Fund.

Holding of Examinations of Foreign Universities in India

During the period under report, six students were permitted to take London University examinations in India.

Loan for Construction of Hostels

Sanction has been accorded to the payment of a further instalment of Rs. 50,000 being the fifth instalment of the Government of India's loan of Rs. 2,70,000 to the Hindu College, Delhi, for the construction of Hostel Building bringing the total amount so far paid to Rs. 2,50,000.

Sanction has been accorded to the payment of a further instalment of Rs. 85,000 being the last instalment of the Government of India's loan of Rs. 2,00,000 to the Andhra Loyola College, Vijayawada for the construction of the hostel building bringing the total amount of the loan paid to Rs. 2,00,000.

Sanction has been accorded to the payment of a further instalment of Rs. 50,000 being the last instalment of the Government of India's loan of Rs. 2,00,000 to the Bhadrak College, Bhadrak (Orissa) for the construction of hostel building, bringing the total amount of the loan paid so far to Rs. 2,00,000.

Maintenance Grant to Jamia Millia Islamia

Sanction has been accorded to the payment of a further sum of Rs. 1,30,000 to the Jamia Millia Islamia as the second instalment of Government of India's grant for maintenance during 1960-61, bringing the total amount so far paid to Rs. 2,60,000.

Grant-in-aid to University Grants Commission

A sum of Rs. 2,25,00,000 has been released to the University Grants Commission during the period under report. This includes Rs. 1,75,00,000 for Plan items of expenditure and Rs. 50,00,000 for non-Plan items of expenditure.

Aligarh Muslim University

An un-paid balance of Rs. 96,664.67 nP. out of the loan of Rs. 1,10,000 advanced to the Aligarh Muslim University for construction of hostel has been converted into outright grant on the recommendations of the University Grants Commission.

Ex-Gratia Sanction of Funds

Sanction has been accorded to the payment of an ex-gratia grant of Rs. 500 to Prof. N. K. Sil, T.B. Patient, Nadia (West Bengal) to meet the maintenance expenses of his family.

Visit of Educationist to Australia

At the invitation of the Government of Australia to arrange for the visit of a senior educationist of the Government of India, Dr. P. D. Shukla, Deputy Educational Adviser to the Government of India visited Australia from September 9 to October 10, 1960 to observe the educational system of Australia with special reference to the scheme of correspondence courses operating in that country.

Rural Higher Education

The following sanctions were made :

Rural Institutes	*Grants*	*Stipends*
	Rs.	Rs.
1. Jamia Rural Institute, Jamianagar, New Delhi	4,04,000	—
2. Vidyabhavan Rural Institute, Udaipur	2,10,000	—
3. Rural Institute, Amravati	2,00,000	8,515
4. Sri Ramakrishna Mission Vidyalaya Rural Institute, Coimbatore	1,50,000	—
5. Gandhigram Rural Institute	—	5,060
6. Balwant Vidyapeeth Rural Institute, Agra	—	5,930
TOTAL	9,64,000	19,505

AUDIO-VISUAL EDUCATION

National Institute of Audio-Visual Education

32 films were added to the Library; 2,819 films and 28 filmstrips were issued to 360 members.

450 books and pamphlets were issued to trainees and members of the staff.

22 new members were enrolled during this period bringing the total number of members to 1,396.

61 filmshows were conducted by the Mobile Cinema Unit in which 249 films were screened.

The Preview Committee met 8 times during this period and previewed 11 films and 43 filmstrips.

A number of display boards and bulletin boards have been prepared and displayed in the wall space of the staircase of the Institute.

The chart 'Production of Oxygen' was finalized in the Graphic section of the Institute.

The study Kit on Delhi is being finalized.

Numerical data such as figures of yearly production since 1949; value of exports etc. in respect of (1) Coal (2) Iron and Steel and (3) Tea was collected and compiled for use in charts on the Economic Geography of India.

A note on "Research Projects in the field of Audio-Visual Education" was prepared for guidance in the Institute and for circulation to schools and educational institutions in India interested in research in this field.

Rough sketches for posters and cover designs for physical efficiency campaign were prepared for the Physical Education and Recreation Division of the Ministry of Education.

With the idea of preparing a National Register of research workers/experts in the field of Audio-Visual Education, State Governments had been asked to supply information regarding research workers/experts with necessary details relating to the field of specialisation. A list of 60 names has been prepared from the material received from various educational institutions and State Governments for preparing the National Register of Research Workers/Experts in the field of Audio-Visual Education. Particulars of these persons are being examined for final approval.

The Institute conducted the second Short Term Course in Audio-Visual Education from 14th July, 1960. 20 Trainees from different State Governments/Union Administrations attended this course.

A Short Training Course in Audio-Visual Education of four weeks duration was conducted for the coordinators of the Extension Services from 19th September, 1960 on the request of the Directorate of Extension Programmes for Secondary Education, New Delhi.

Exchange of Films

The Ministry of Information & Broadcasting, have intimated that they are now negotiating for informal agreement for procuring good films produced in other foreign countries.

The films on 'Child Welfare', for which the Ministry of Information and Broadcasting had not agreed earlier, has been included in the General Publicity Programmes of the production programme of the Ministry of Education for the year 1960-61.

SOCIAL EDUCATION

Financial Assistance to Voluntary Educational Organisations

Grants amounting to Rs. 2,01,670 were sanctioned to six Voluntary Educational Organisations for strengthening and developing their activities in the field of Social Education.

Workers' Social Education Institute, Indore

The Workers' Social Education Institute at Indore started functioning from the middle of August, 1960.

Library Institute

The second one year diploma course of Library Institute started in July, 1960. 14 Trainees from various States are attending it.

Scheme of Setting up Experimental Adult Schools in the Country

The scheme which was scheduled to be completed by 30th June, 1960 was extended up to 15th September, 1960. Since the reports from the regional units were not received, the R.T.P. Centre is now engaged in writing the report of the Project.

National Fundamental Education Centre

Training course for the fifth batch of officers commenced on 1st August, 1960. Fourteen District Officers in charge of Social Education in seven States reported for training. The training programme is being conducted according to the plan prepared beforehand in staff meetings, on the basis of experience gained in the previous training courses.

Research

A press copy of the final report on 'Village Meeting Places and Community (Social Education) Centres' in Mehrauli Block has been sent for printing.

The report on 'Reading Interests and Habits of Village People' in village Mukimelpur is being drafted.

Investigation schedule was prepared for the 'Survey of the Living Conditions of Children in two villages in Mehrauli Block'. The Centre is offering technical assistance in this research project of the Indian Council for Child Welfare.

Preliminary discussions were held to prepare a design for 'Evaluation and assessment of the impact of experimental T-V programmes on T-V Clubs'. The project is being worked for the All India Radio.

Audio-Visual Unit

The Audio-Visual Unit of the Centre produced copies of flannelgraph pictures on 'Problems of Rural Health'.

16 m.m. film on 'Social Education for Community Action' is under preparation, so also a filmstrip on 'Village Factions and Social Education'.

Library

The library of the Centre has now 4,325 books. Bibliographies on 36 important topics were prepared.

National Book Trust

Professor G. C. Chatterji has been appointed as a whole-time Chairman of the Trust with effect from 20th September, 1960 *vice* Dr. C. D. Deshmukh resigned.

Shri R. P. Naik, I.C.S., Joint Secretary, Ministry of Education, has been nominated as Trustee of the National Book Trust, to represent the Ministry on the Trust, *vice* Shri K. G. Saiyidain resigned.

The staff of the National Book Trust has been admitted to the benefit of C.H.S. Scheme in Delhi.

Gyan Sarovar

The Publication Division of the Ministry of Information and Broadcasting has agreed to publish the Popular Encyclopaedia 'Gyan Sarovar' Volumes III, IV & V. Accordingly, financial details have been worked out and accepted and the completed manuscripts of Volumes III & IV have been sent to that Division for printing. Similarly, the Publication Division has agreed to handle its sale.

Hindi Vishwa Bharati

A sum of Rs. 60,000 has been sanctioned as 4th instalment of Government of

India's share of subsidy to Messrs. Hindi Vishwa Bharati, Lucknow, for publication of Hindi Encyclopaedia "Vishwa Bharati" in 10 Volumes. Six Volumes have already been published and the 7th Volume is expected to be out shortly.

Unesco Projects in India

Unesco projects for implementation in India under 'Production of Reading Material for New Reading Public' during 1960 were considered in the Ministry and comments finalised for transmission to Unesco. The organisation of four Book Promotion Weeks at Bombay, Calcutta, Delhi and Madras, announcing the second competition of books for New Reading Public and arranging two Centres for conducting training course for Book-Sellers and Publishers at Delhi and Madras are *inter alia* a few important projects to be implemented during the current financial year.

Unesco Regional Workshop, Madras

A further sum of Rs. 967 as the third and the final instalment of grant has been sanctioned to the Southern Languages Book Trust, Madras against the expenditure incurred by that Trust for the organisation of the Unesco Regional Workshop for Book Distribution, Promotion and Market Research held at Madras in November-December, 1959.

Prize Schemes for Books for Neo-literates

316 books and manuscripts in various Indian languages were received for the seventh competition of books for neo-literates. These were submitted to different panels of reviewers. The results have since been announced.

SOCIAL WELFARE AND EDUCATION OF THE HANDICAPPED

Special Employment Office for the Handicapped

It has been decided to establish a Special Employment Office for the Handicapped at Delhi during the current financial year.

T.C.M. Programme

Having completed his training in U.S.A. in general social welfare work and social administration under the T.C.M. Programme O.A. No. 44 dealing with Social Welfare Education in India, Shri Raja Ram Shastri, Head of the Institute of Social Sciences, Kashi Vidyapeeth, Varanasi-2, resumed his work at the Institute.

The names of three persons have been recommended to the T.C.M. authorities for consideration of training in U.S.A. during 1960-61 in advanced and specialised techniques in modern social welfare work methods under T.C.M. Programme—O.A. No. 44.

Children Bill, 1959

The Joint Select Committee on Children Bill laid their report on the Children Bill, 1959, on the table of both Houses of Parliament in August, 1960.

Voluntary Organisations for the Handicapped

A sum of Rs. 16,118 has been given as grant-in-aid to the School for the Blind, Ahmedabad under the scheme of "Assistance to Voluntary Educational Organisations for the Handicapped".

A sum of Rs. 6,000 has been given as grant-in-aid to the Indian Council for Mental Hygiene, Bombay from Education Minister's Discretionary Fund.

State Social Welfare Minister's Conference

The State Social Welfare Ministers' Conference was held in Vigyan Bhavan, New Delhi, from 28th to the 30th of July, 1960 to discuss some of the more important recommendations of the Study Team on Social Welfare.

Social Welfare Education Institutions

A grant-in-aid of Rs. 16,000 was sanctioned to the Indian Council for Child Welfare, New Delhi for their general activities.

Another grant of Rs. 3,482 was sanctioned to the same institution to enable them to

send their delegates to attend the meeting of the General Council for the International Union for Child Welfare held in Lisbon.

Third Five-Year Plan—Social Welfare Sector

Meetings of the Working Group took place to discuss the draft Third Five-Year Plan—Social Welfare Sector in respect of the Delhi, Himachal Pradesh, Tripura and Manipur Administrations, Andhra Pradesh and Uttar Pradesh.

Employment Office for Disabled, Bombay

The Second meeting of the Advisory Committee for the pilot Employment Office for Disabled, Bombay, was held at Bombay on 2nd September, 1960 to review the progress made by that office in the placement of handicapped persons in remunerative employment.

Training Centre for the Adult Blind, Dehra Dun

The strength in the Men's Section has reached its maximum of 150 while in the Women's Section it is 32. Many trainees are evincing keen interest in the newly introduced trades of cycle repairing, assembly work and inspection of components and carpentry. Most of them have successfully completed their courses.

Variety entertainments, picnics etc., continue to be a regular feature of the extra-curricular activities.

Model School for the Blind Children, Dehra Dun

A new class *viz.* Primary V was added to the school this July. Nine more pupil joined the school increasing the strength to thirty four.

Employment Office for the Adult Blind, Madras

The Employment Office, Madras, which was started in July, 1954, is a part of the Training Centre for the Adult Blind, Dehra Dun. This office attempts to secure remunerative employment for some of the ex-trainees of the Training Centre, Dehra Dun chiefly in ordinary industrial establishments of South India. By the end of the quarter ending 30th September 1960, the number of placements made by this office since 1954 is 130, including the placement of two blind women.

Scholarships for the Blind, Deaf and Orthopaedically Handicapped

A sum of Rs. 28,904 has been paid to the Blind during the quarter under review.

Rehabilitation of Displaced Students and Persons

The educational qualifications of twenty eight persons have been verified from the records available in this Ministry on references received from the Punjab University, Chandigarh, and the various Ministries.

221 certificates and verifications in respect of the Indian nationals have been received from the Government of Pakistan through the High Commissioner for India in Pakistan, Karachi, and have been despatched to the persons concerned.

A sum of Rs. 44,47,000 has been sanctioned in favour of the Governments of West Bengal, Assam, Bihar and Orissa for the grant of financial assistance to displaced students from East Pakistan during 1960-61.

A sum of Rs. 23,865 has been sanctioned in favour of the Honorary Director, Social Welfare & Rehabilitation Directorate, New Delhi, to pay the arrears of stipends to the destitute girls undergoing training at the Kasturba Balika Ashram, Okhla, and the Kasturba Hospital, Indore.

YOUTH WELFARE AND PHYSICAL EDUCATION

Labour and Social Service Camps

A sum of Rs. 10,72,886 has been paid as grants to the Bharat Sevak Samaj, N.C.C. Directorate (Ministry of Defence),

Bharat Scouts & Guides, State Governments and Universities for conducting 474 Labour and Social Service Camps.

Campus Work Projects

A sum of Rs. 2,62,771 has been sanctioned to Universities and State Governments as instalments of grants for the projects approved during the years 1957-58, 1958-59, 1959-60 and first instalment of grant for the project approved during the current financial year.

Committee for Evaluation of Therapeutical Claims for Yogic Practices

The Government of India have appointed a Committee of Medical Experts to study, evaluate and report to the Government of India on the therapeutical values of Yogic Practice. The first meeting of the Committee was held at New Delhi on 21st September, 1960. As per the decision taken by the Committee at this meeting a questionnaire has been sent out by the Ministry to about 60 Yogic institutions in the country for collection of certain basic data in respect of the *locus-standi* of the institutions as well as the nature and scope of their activities. After examining the data in reply to the questionnaire the Committee proposes to visit certain selected institutions in the country for an on-the-spot study of the programmes of activities conducted by the institutions.

National Physical Efficiency Drive

The National Physical Efficiency Drive was launched during 1959-60, for activating widespread interest in physical fitness throughout the country and to arouse the enthusiasm of the people for higher standards of physical efficiency and achievement. Detailed reports of the last Year's Drive are still awaited from a number of States. However, on the basis of reports received so far, it can be said that the scheme has made a fairly successful start. The Government of India have had under consideration the proposals to accelerate the progress of the scheme. The revised policy for 1960-61 has since been finalised. In the light of the experience that has been gained during last year and the advice of the Central Advisory Board of Physical Education and Recreation, the Government of India have made certain suggestions to the State Governments for expanding the scope and coverage of the Drive during 1960-61 and onwards.

It has also been emphasised upon the State Governments that it is very important to ensure that an accurate record of the results is maintained at the testing centres. The national tests of physical fitness like those now prescribed have to be evolved over a period of years and modifications and alterations will have to be given effect to from time to time in the light of experience gained. The Government of India propose to take up periodically the question of review of the tests in consultation with the Central Advisory Board of Physical Education and Recreation.

Popularization of Syllabuses of Physical Education for Boys and Girls

The preparation of the illustrated Hand-Book on the syllabus of Physical Education for Boys has been completed and the manuscript is in press.

Sports and Games

The All-India Council of Sports met on 11th and 12th July under the presidentship of H.H. the Maharaja of Patiala. The council recommended 60% of the approved expenditure as a grant from Government towards meeting the expenditure on India's participation in the Olympiad. The Council also approved, with slight modifications proposals for financial assistance received from a number of Sports organisations. It approved the proposed allocation of funds for acquisition of playfields, purchase of equipment and promotion of sports in rural areas to the various States. The Council agreed to accord recognition to the Squash Rackets Association and the Indian Golf Union.

Grants

The following grants-in-aid were sanctioned to the Institutions listed below :

Rs. 6,500 to the Andhra Pradesh Sports Council, Hyderabad for the purchase of sports equipment.

Rs. 10,000 to the Kerala Sports Council, Trivandrum for the purchase of sports equipment.

Rs. 5,000 to the Basketball Federation of India, Ajmer for the Basketball National Championship, held in 1959.

Rs. 28,000, Rs. 20,710, Rs. 9,795, Rs. 17,185 and Rs. 10,000 to the State Governments of West Bengal, Kerala, Madhya Pradesh, Mysore and Madras respectively for the construction of 'B' type Rifle Shooting Ranges for the popularisation of Rifle Shooting.

Rs. 10,014 to the All-India Lawn Tennis Association, New Delhi for meeting cost of tourist class return air fare from Bombay to London and back of three players for participation in Wimbeldon Championship in July-August, 1960.

Rs. 2,39,650 to the Indian Olympic Association, New Delhi for meeting 60% of the expenditure in connection with deputing a contingent of 54 competitors and 15 officials for participation in the Olympic meet held at Rome during August-September, 1960.

Rs. 22,500 to the Government of Mysore for the construction of a stadium by Y.M.C.A., Bangalore.

Rs. 12,000 to the Government of West Bengal for the construction of a stadium at Jalpaiguri.

Rs. 25,000 to the National Institute of Sports for meeting its expenses.

Rs. 5,000 to the Indian Hockey Federation, Madras for the National Championship held at Calcutta in February, 1960.

Rs. 13,156 to the All-India Chess Federation, Madras for meeting the cost of the tourist class return air fare of four players to Leipzig and back for participation in the XIV World Chess Championship.

Rs. 9,504 to the Badminton Association of India, Bombay for meeting the cost of the return tourist class air fare of five players and a Manager for participation in the Thomas Cup Match at Bangkok.

Rs. 10,000 to the Indian Golf Union, Calcutta for meeting a part of the travel expenses of the Indian Golf Team for participation in the Eisenhowver Cup Tournament and World Amateur Championship in U.S.A. in September, 1960.

Rs. 5,000 to the Board of Control for Cricket in India, Ahmedabad for conducting All-India Schools Inter-State and Inter-Zones Tournament during 1958-59.

Rs. 5,000 to the Swimming Federation of India, Calcutta for holding their National Championship for the year 1960.

Rs. 26,824 to the All-India Football Federation, Calcutta for meeting 60% of the expenses incurred on the visit of the Indonesian team to India and Indian Team to Indonesia.

Rs. 4,000 to the All-India Women's Hockey Association, New Delhi for holding the Coaching Camp in Delhi in September, 1960.

Scouting and Guiding

A grant-in-aid of Rs. 25,000 (first instalment) was sanctioned in favour of the Bharat Scouts and Guides, New Delhi against the anticipated deficit of Rs. 55,600 in the administrative and organizational budget for the year 1960-61.

Youth Leadership Training Camp

A sum of Rs. 2,000 was sanctioned to conduct the 11th Youth Leadership Training Camp in Banaras Hindu University campus at Varanasi from October 3 to 18, 1960.

Youth Welfare Boards and Committees

The universities of Agra and Punjab have been sanctioned grants of Rs. 2,472 and

4,023 respectively to meet 50% of the administrative expenditure on setting up Youth Welfare Committees. The universities have been advised to set up these organizations in order to give closer attention to Youth Welfare Work in the universities.

Students' Tour

Grants amounting to Rs. 3,842 have been given to four educational institutions in Union Territories to organise tours by students. About 109 students and teachers are expected to take advantage of the grant.

Bal Bhavan

A total amount of Rs. 1.30 lakhs has been sanctioned to the Bal Bhavan Board to meet the cost of construction of the building and also to cover the day to day expenditure during the period under report.

National Discipline Scheme

National Discipline Scheme is being implemented under Ministry of Education as a part of Educational Development Programme during 2nd Five-Year Plan.

Till April, 1960 the scheme had been extended to 970 schools/institutions in Delhi and in the States of Punjab, Madhya Pradesh, Uttar Pradesh, Maharashtra, Gujarat, Jammu & Kashmir and West Bengal with over 5,25,000 children under training.

From the academic year 1960-61, the scheme has now been extended to Rajasthan and N.D.S. instructors have been posted to 93 schools with a student population of about 43,000. The total number of schools which are receiving the benefit of N.D.S. training is 1,063.

An additional allotment of Rs. 4 lakhs has been placed at the disposal of N.D.S. Directorate to train 500 instructors during this financial year. A Central Training Centre has been started at Sariska Palace near Alwar in Rajasthan.

PROPAGATION AND DEVELOPMENT OF HINDI

Grants to Voluntary Organisations

A sum of Rs. 1,63,519 was sanctioned to ten Hindi organisations for the development and propagation of Hindi.

Free Gift of Hindi Books to Non-Hindi Speaking States

A sum of Rs. 79,526 was paid during the quarter to various publishers who supplied Hindi books to various States under the Scheme during 1959-60.

Preparation of Hindi Encyclopaedia

A sum of Rs. 25,000 was sanctioned to the Nagari Pracharini Sabha, Varanasi for the preparation of Hindi Encyclopaedia.

Setting up of Hindi Commission

It has been decided to set up a Hindi Commission consisting of Scientists and Technologists for the evolution of scientific and technical terminology. It has also been decided to set up a high power Advisory Board to advise Government of India in regard to the work entrusted to the Commission.

Scientific Terminology

The total number of terms evolved up to 30th September, 1960 is 2,68,207 and the total number approved by the Expert Committees is 1,36,831. The number approved by the Board of Scientific Terminology is 40,898.

Key Board for the Hindi Typewriter

Key Board for the Hindi Typewriter has been finalised and a Press Note has been issued to this effect.

Propagation and Development of Sanskrit

A sum of Rs. 25,125 has been sanctioned for the improvement of the contents and quality of twelve Sanskrit Journals.

UNESCO ACTIVITIES

Fourth Conference of the Indian National Commission for Cooperation with Unesco

The Fourth Conference of the Indian National Commission for Cooperation with Unesco was held on 25th and 26th October, 1960 at New Delhi. Among other things the Conference considered the revision of the Constitution of the Commission, and Unesco's Budget and Programme for 1961-62.

Eleventh Session of the General Conference of Unesco

The Government of India sent a delegation to the Eleventh Session of the General Conference of Unesco held in Paris from November 14 to December 13, 1960.

Regional Seminar on the Teaching of Science

In response to Unesco's request the Government of India agreed to act as host to the Regional Seminar on the Teaching of Science at the University and Secondary School levels in South and South East Asia in November-December, 1960 at Delhi.

Conference on the East-West Major Project

In collaboration with Unesco, Rama Krishna Mission Institute of Culture, Calcutta is planning to organise during January-February, 1961, a Conference on the 'Reactions of East-West to the Basic Problems of Modern Life' under the Major Project of Mutual Appreciation of Eastern and Western Cultural Values. The Indian National Commission for Cooperation with Unesco is assisting the Institute in the issue of invitations and other matters.

Regional Symposium on Termites

Unesco in collaboration with the Zoological Survey of India organised the Regional Symposium on Termites at New Delhi from 4th to 12th October, 1960, with the Ministry of Scientific Research and Cultural Affairs acting as host. The Indian National Commission was represented on the Organising Committee of the Symposium.

Meeting of the International Advisory Committee on Research in the Natural Sciences Programme of Unesco

The International Advisory Committee on Research in the Natural Sciences Programme of Unesco have accepted, subject to the approval of General Conference, the invitation of the Government of India, to hold the 1961 meeting of the Committee in India.

U.N. Technical Assistance Programme for 1959

Unesco has approved the grant of a fellowship to Shri H. K. Rakshit of the Indian Institute of Technology, Kharagpur, in the field of Electrical Communications Engineering, for a period of four months commencing 16th September, 1960.

East-West Major Project

(1) *Orient-Occident Week*

Unesco has undertaken to provide $2,000 in connection with the Organisation of 'Orient-Occident Week' in India during 1960 which is designed to further the objectives of the Major Project on Mutual Appreciation of Eastern and Western Cultural Values. The 'Week' will consist of exhibitions, cultural programmes and lectures. The activities will not be restricted to any one town, but will be spread over the whole country.

The Indian National Commission has requested the Indian International Centre to carry out this assignment with financial and other assistance from interested Universities and the University Grants Commission.

(2) *Preparation of a Book on the National Culture for Young People*

At the Indian National Commission's request, Unesco has agreed to provide financial assistance to the extent of $500 for the

preparation of a pamphlet or book on the national culture and present day life in India for use in other countries. The project will be published and the entry judged the best will be awarded a prize and sponsored for publication by the Commission.

(3) *Preparation of Kit of Visual Materials on the National Culture*

In response to the Commission's request, Unesco has undertaken to provide a sum of $250 for the preparation of the kit of visual materials on the National Culture. On the recommendation of the Executive Board of the Commission the Project has been referred to the National Institute of Visual Education for implementation.

(4) *Preparation of a Textbook in Danish*

Danish educational authorities are planning to prepare a textbook in Danish for use in the Schools of Denmark, as an aid in teaching about the life, culture and literature of other countries under the East West Major Project. The book would be used by pupils of the 8th and 9th grades (14 and 15 years old) in the Danish Secondary Schools, in language and literature Classes where teachers would try to interest the children in the life and culture of other countries and so furthering international understanding. Unesco's request for suitable material from which excerpts would be taken for use in the book, is under consideration of the Commission.

Translation Project

(1) *Translation of Western Classics into Indian Languages*

On the recommendation of the Commission, Unesco has agreed to provide under its 1959-60 programmes, financial assistance to the extent of $5,000 for the translation of Western Classics into Indian languages by the Sahitya Akademi. A formal contract has been received from Unesco in this respect.

(2) *Translation of Ghalib's Works*

On the recommendation made by the International Council for Philosophy and Humanistic Studies (ICPHS), Unesco has sponsored the preparation into English of an anthology of the works of Ghalib consisting of extensive selections from his letters and his Urdu and Persian Verses and a sketch of his life. This volume is in preparation by Prof. Ralph Russell of the London School of Oriental and African Studies and Dr. Khurshid-ul-Islam of Aligarh. In consultation with the Sahitya Akademi, the Commission has communicated its approval to Unesco of this project.

(3) *Publication of 'Sacred Writings of Sikhs' (Adi-Granth)*

Under its project of translation of Eastern Classics into Western languages, Unesco has arranged the publication of the work entitled "The Sacred Writings of the Sikhs (Adi-Granth)" in English through Allen and Unwin of England. The translation was done in collaboration with the Sahitya Akademi.

The Sahitya Akademi is planning to sponsor the publication of the Hindi edition of this volume.

(4) *Translation of 'Race and Culture' into Hindi*

The Commission, with assistance from Unesco, has decided to translate into Hindi the Unesco publication entitled 'Race and Culture' by Michel Leiris.

Unesco Major Project on Scientific Research on Arid Zone

Shri Y. Satyanarayan, Plant Ecologist at the Central Arid Zone Research Institute, Jodhpur has been awarded a Unesco fellowship under its Major Project on Arid Lands Research 1959-60 for studies in the field of Plant Ecology.

Exchange of Persons Programme

At the request of Unesco, India received a number of educational leaders, fellows

and grantees during the period under review, who were recipient of Unesco awards under its various programmes. Special programmes of training were arranged for them in Indian Institutions etc. In some cases, arrangements were also made to contact educationists, cultural leaders, scientists and other persons eminent in their fields of study. The scholars came from U.K., Belgium, Chile, Italy, Greece, Indonesia, Japan and Malaya.

Study Tours of Workers

Under Unesco's study tour programme for workers in Asia and Latin America, a team of four persons, sponsored by the Japan Sciendan Council visited India during August-September, 1960.

Unesco Research Centre, Calcutta

The Unesco Research Centre, Calcutta is planning to undertake a project namely 'Extension of the Small Scale Industries Project' with assistance from the Asia Foundation. In consultation with the Ministry of External Affairs, the Government of India's consent to the proposal has been communicated to the Centre.

SCHOLARSHIPS

FOR STUDIES ABROAD

I. *Government of India Schemes*

Foreign Languages Scholarships Scheme

Out of the total of 14 candidates selected for 1959-60, 9 have gone abroad so far. The remaining 5 will go as soon as their admissions and/or passages have been finalised.

Applications for 15 scholarships for 1960-61 have been received and are under consideration.

Partial Financial Assistance (Loan) Scheme

Application for partial financial assistance was received from one student. Loan of the value of Rs. 1,100 has been sanctioned. Rs. 10,701.39 has been recovered from students who were given loans in the past.

Passage Grants for Scheduled Castes, Scheduled Tribes and other Backward Classes Students, 1960-61

Six 'Other Backward Classes' students (who were in receipt of merit scholarships without passage cost) have been awarded passage grants for study in the U.S.A./Canada; of these 5 have gone abroad.

Scheduled Castes, Scheduled Tribes and other Backward Classes Overseas Scholarships Scheme, 1960-61

Recommendations for 12 scholarships (4 each for the three categories of students) are awaited from the U.P.S.C. for award of the 12 scholarships.

II. *Awards Made by Foreign Governments/International Organisations/Institutions*

British Council Scholarships

The 12 candidates selected for 1960-61 have left for the U.K.

Applications for 8 scholarships for 1961-62 have been invited.

Bulgarian Government Scholarship, 1960-61

The selected candidate has left for Bulgaria.

Canadian Council Fellowships, 1960-61

One candidate has been selected by the Council for award of the fellowship.

Canadian Women's Press Club—Offer of a Visiting Fellowship to an Indian Woman Journalist, 1960-61

One candidate has been selected by the Club for award of the fellowship.

Commonwealth Scholarship/Fellowship Plan—Conference of Commonwealth Experts on Teaching of English as the Second Language at Makerere College, Uganda, 1961

Shri G. K. Gokak, Director, Central Institute of English, Hyderabad, will represent India at the Conference to be held in

January, 1961. The question of sending another delegation is also under consideration.

Commonwealth Education Cooperation Scheme — Teachers' Training Programme, 1960-61

The 3 selected candidates are studying at the Leeds University, U.K.

Danish Government Scholarships, 1960-61

The 2 selected candidates have left for Denmark.

French Government Scholarships, 1960-61

Out of the 9 candidates recommended, 8 have been approved by the French Government; approval of the remaining candidate is awaited.

Hellenic Lines Private, Ltd., New York—Offer of Free Passages to Indian Nationals, 1960-61

The 3 selected candidates have left for the U.S.A.

Imperial Relations Trust (London University Institute of Education) Fellowships, 1960-61

The 2 selected candidates have left for the U.K.

Spanish Government Scholarship, 1960-61

The name of the candidate recommended has been approved by the Spanish Government.

Turkish Government Scholarship, 1960-61

The name of the selected candidate has been announced.

Swedish Government Scholarships, 1960-61

Out of the 2 selected candidates, 1 has left for Sweden.

Unesco Fellowships for Regional Cultural Studies, 1960-61

The names of the 2 selected candidates have been recommended to Unesco for award of the 2 fellowships.

Unesco Fellowship for Production of Books, 1960-61

The name of the selected candidate has been recommended to Unesco for award of the fellowship.

Unesco Fellowship for Study of Journalism, 1960-61

The name of the selected candidate has been recommended to Unesco for award of the fellowship.

U.N. Social Welfare Fellowships Programme, 1960-61

The names of 5 selected candidates have been recommended to the U.N. for award of the 5 fellowships.

FOR STUDIES IN INDIA

For Foreign Nationals

I. *Government of India Schemes*

Commonwealth Scholarships/Fellowships Plan

Applications for 50 scholarships/fellowships each for 1960-61 and 1961-62, have been invited from the Commonwealth countries through the Indian Missions concerned abroad.

Second Commonwealth Education Conference, 1960

An Inter-Ministerial Committee has been set up in connection with the Second Conference which is to be held in New Delhi from 11th to 25th January, 1962; a small sub-Committee has also been set up to watch the progress. Suggestions on topics for the Agenda have been sent to the Commonwealth Education Liaison Committee for consideration.

General Scholarships Scheme

5 more candidates have been selected for 1960-61, bringing the total to 128; selections for remaining 12 scholarships have yet to be made. Out of the 128 candidates

selected, 116 have come and are studying in Institutions in India.

Applications for 140 scholarships for 1961-62 have been invited from the foreign countries concerned through the Indian Mission Abroad.

Scholarships to Bhutanese Students, 1960-61

Out of the total of 5 scholarships to be awarded for degree/diploma courses, candidates for 2 have been selected; the remaining 3 awards could not be made as suitable candidates were not available.

Scholarships to Sikkimese Students, 1960-61

Candidates for 10 scholarships for degree/diploma courses (which also include two scholarships which could not be availed of by the Bhutanese students) have been selected. Admissions for 6 have been arranged so far.

Commonwealth Education Cooperation Scheme—Import of Specialists for Key-posts

A request for the services of 18 specialists to man the key posts has been made to the U.K. Government.

Scholarships/Fellowships to Students from South, South-East Asian and Other Countries under the Colombo Plan, 1960-61

Out of the total of 18 candidates, whose admissions have been arranged in educational institutions in India, 7 have come and are studying here.

II. Scholarships/Fellowships Offered by Unesco

Study tour/observation programmes for a national each from Belgium, Chile, Greece, Norway, and Italy have been arranged. All the 5 foreign nationals are undergoing their study tour/observation programmes.

For Indian Nationals

Merit Scholarships in Public Schools 1960-61

Written and Psychological tests for selecting candidates have been completed. The Central Selection Committee has started interviewing the candidates at various Centres. Selections are expected to be finalised by the end of December, 1960.

Post-Metric Merit Scholarships Scheme, 1960-61

Candidates for 106 scholarships, out of the total of 200, have been selected; selections for the remaining 94 scholarships will be made as soon as recommendations from the State Governments concerned are received.

Research Scholarships in Humanities

Twenty more candidates have been selected for 1959-60 bringing the total to 49. Thirty-two candidates have commenced research on their approved subjects.

Applications for 100 scholarships for 1960-61 have been received. The meeting of the Selection Committee was held on 27/28th October, to select candidates for interviews.

Scholarships/Other Educational Facilities to the Children of Political Sufferers, 1960-61

Central Government's approval for the implementation of the Scheme has been accorded to the State Government/Union Administration (of Andhra Pradesh, Bihar, Mysore, Orissa, Uttar Pradesh, Delhi, Manipur and Tripura) who have so far agreed to implement the scheme in accordance with the pattern suggested by the Government of India. The Andhra Pradesh Government's request for release of Central Government's share of expenditure is under consideration.

Scholarships for Higher Studies in Hindi for Persons Belonging to non-Hindi Speaking Areas, 1960-61

Candidates for 70 scholarships, out of the total of 110, have been selected; selections for the remaining 40 awards will be made as soon as recommendations from the State Governments concerned are received.

RESEARCH AND PUBLICATIONS

Research in Problems Connected with Secondary Education

A sum of Rs. 2,250 has been sanctioned to the Government Training College, Mangalore, for a research project entitled "Study of the present set-up of the intramural and inter-school competition in games and sports with special reference to the methods of classification and type of programmes of assessing achievements of aims of such competitions".

A sum of Rs. 1,500 has also been sanctioned to the Sri Ramakrishna Mission Vidyalaya Teachers' College, Coimbatore, being the first instalment of the grant for 1960-61 for continuing work on the research project "Causes of Resistance to Basic Education."

Administrative approval to incur expenditure to the tune of Rs. 13,021 on their research projects has been conveyed to five Institutions.

Year Book of Education in India

The material for the first Year Book is being collected from the State Governments/Union Territories and the Ministry of Scientific Research and Cultural Affairs.

Teacher Training Programme

Towards the latter half of 1959, the Ministry of Education took in hand a study on the existing conditions regarding the recruitment, general education, professional training and service conditions of primary teachers in India. Accordingly, a questionnaire was prepared and it was sent round to all institutions for the training of primary school teachers in the country. The response to the questionnaire was very good and out of about 1,100 institutions more than 900 sent replies to the questionnaire. The information available in the replies was supplemented by an on the spot study of the problems by an officer of the Ministry. On the basis of the information so collected, a report on the status of primary school teachers in the different States of the country (excepting Jammu and Kashmir) was prepared and circulated to State Governments.

A comparative study of the syllabi and the existing procedures for examinations of the different systems prevailing in the country was also prepared. 26 different syllabi were analysed.

Educational Information

During the period July to September, the Information Section attended to as many as 1,928 enquiries from the public. 260 visitors took advantage of the Reference Library maintained in the Unit.

Of late, short informative notes on various subjects of study in the U.K., Australia, Germany, Canada, Poland and India have been prepared to speed up replies to public queries.

A booklet giving comprehensive information about professional studies in Education, Law and Journalism in Indian universities and institutes, is in the final stage of compilation.

Publications

The following publications were brought out :

The Education Quarterly—Autumn 1960 Issue.

Youth—Autumn 1960 Issue.

Indian Journal of Educational Administration and Research—Summer and Autumn 1960 Issues.

Catalogue of Non-priced Publications.

Ministry of Education of India—Report on Educational Progress—1959-60.

Scholarships for Studies Abroad (Revised Edition).

All-India Educational Survey.

English Public Schools *by* Din Dayal.

Women's Education in India *by* Padmini Sen Gupta.

A Plan for National Physical Efficiency Drive (Revised Edition).

Proceedings of the State Education Ministers' Conference—1959.

Indian National Commission for Cooperation with Unesco—Work and Programme 1958-60.

The National Council for Women's Education—First Annual Report.

Report of the Committee for the Integration of Post-Basic and Multipurpose Schools.

1,313 copies of publications were sold at the Casual Sales Depot of the Ministry during the period under report.

Educational Statistics

The publication entitled "Directory of Indian Students in U.S.A. and Canada on 1st January 1959" was brought out.

During the period under report, the statistics of 12 States and 8 Universities were scrutinised and discrepancies pointed out, wherever necessary. Besides, the statistics of 5 Centrally Administered Areas were also checked.

A statistical assistant was deputed to Trivandrum, Bhopal and Ujjain to reconcile the statistics for the year 1957-58 in Form 'A' of the States of Kerala, Madhya Pradesh and Form 'B' of the Vikram University respectively. Two officials were deputed to Patna to conduct an In-Service Training Course in Educational Statistics for the benefit of dealing officials of the Bihar University and its affiliated colleges. During their stay at Patna, efforts were also made to collect and consolidate the statistics of Bihar University in Form 'B' for 1958-59. Another Statistical Assistant was deputed to Jaipur to organise an In-Service Training Course in Educational Statistics for the benefit of the employees of the University of Rajasthan and its affiliated colleges.

59 important enquiries were attended to during the period under review.

NATIONAL ARCHIVES

Acquisition

17 authenticated copies of bills of States assented to by the President, 1,469 files and 10 volumes of records were received. In addition, some papers relating to the Bengal Famine Inquiry Commission (1944-45) and some personal papers of Dr. N. B. Khare were received as gifts from Sir Manilal B. Nanavati and Dr. N. B. Khare respectively.

Repair and Rehabilitation

Of the thousands of sheets of records, maps, books etc. repaired and rehabilitated special mention may be made of the repair and binding of 8 volumes of the *"Indian Opinion"*, 3 photostat volumes and a volume of the "Position of British Indian in Transvaal" for Shri Pyare Lal, a volume entitled *"Halnamai-i-Bayazid Ansari"* for the Muslim University, Aligarh, five sets of photostat papers of Gandhiji's correspondence for the Gandhi Smarak Nidhi and three laminated volumes for the Ministry of External Affairs.

Research and Reference

Information from records and other sources was supplied to Government agencies, private institutions and individuals and requisitions for records, maps, books, microfilm-reels etc. were attended to.

On an average 33 research scholars conducted research in the research room.

Amalgamation and consolidation of the records of the late Foreign and Political

Department and checking and verification of those of the Central India States Agency and Panjab States Agency were continued.

Technical and Advisory Service

Photo-duplication service was rendered, among others, to the International Academy of Indian Culture, New Delhi, the Gandhi Smarak Nidhi, Rabindra Sadan, Visva Bharati, the Deccan College, Poona, the National Museum, New Delhi, Dr. Retzloff of Ford Foundation, Dr. S. F. Hussain Khan of Baroda and Messrs. Charles H. Heimsath and Granville Austin, Research scholars from the American University, Washington and St. Antony's College Oxford, England.

Information on various aspects and problems of preservation of books and records etc., and copies of this Department's brochure entitled "Repair and Preservation of Records" were supplied to different offices and individuals.

Research Laboratory

Four samples of tissue paper and a few samples of *maida* received from different sources were tested with a view to ascertaining their suitability for repair of records and preparation of paste respectively.

Photo-Duplication

The microfilming of the series of records "Home Department Miscellaneous Series" was continued and 48,029 exposures were made. The microfilming of rare and precious manuscripts from the Raza Library, Rampur was also continued.

Publication

Further progress was made in printing volumes IV, VI and XV of the Fort-William-India House Correspondence and Part I of the volume on "Selections from Educational Records". Preparation of an index to the Foreign and Political Department's records (1781-83), compilation of Part II of the volume on "Selections from Educational Records" and revision of volume XI and compilation of volumes XII and XIII of the Calender of Persian Correspondence were continued. Printed copies of volume XI of *The Indian Archives* were received from the press. A meeting of the Advisory Committee on the Publication of Educational Records was held and a programme was chalked out for publishing records relating to the period 1888-1921.

Indian Historical Records Commission

The 13th meeting of the National Committee of Archivists and the 30th meeting of the Research and Publication Committee were held on 6th and 8th July, 1960 respectively. The proceedings of the meeting of the Research and Publication Committee were distributed. A meeting of the Sub-Committee for Calendering Records of the 18th and 19th Centuries (other than those of the East India Company) in the custody of the Central and States Record-Offices was held on 7th July, 1960. A meeting of the National Register Committee was also held on 3rd September, 1960.

Training in Archive-Science

The One Year Diploma Course Trainees took their examination and were declared successful.

The Selection Committee of the Department interviewed 16 candidates for the new session of the Diploma Course Training started from 1st September, 1960 and selected 9 of them including the 5 selected for award of stipends of Rs. 150 per month each. The two candidates of the Government of Rajasthan and Bengal were also admitted to the Course.

Regional Office, Bhopal

The normal listing, repair and rehabilitation work was carried on and requisitions for files and volumes etc., attended to.

Facilities continued to be provided to the officials of the Gazetters' Unit of the Government of Madhya Pradesh to consult records in the record-room in connection with the revision of District Gazetteers.

education and the third plan—

a symposium

The symposium that follows, gives a bird's eye view of the country's educational programmes envisaged during the Third Five-Year Plan period. To enable the readers to know, at a glance, the financial allocations, progress and targets in the three Plans, a few tables have been appended to the symposium.

S. N. Saraf considers the educational requirements during the Third Plan and the financial outlay against the background of our achievement during the first two Plans. The contribution speaks for itself and provides the necessary information from which an idea could be formed of the direction of our educational effort. P. K. Roy concentrates his attention on Secondary Education and the problems arising from its reconstruction. The problem of providing adequate facilities for the education of the gifted, is the subject of Samuel Mathai's discussion while the question of Teacher Training is considered by E. A. Pires.

The contents of the symposium show how our educational problems have to be tackled from various angles and how, if there is to be any advance, there is need for constant re-thinking in the light of our experience and the country's growing needs.

—EDITOR

THE PLANS AT A GLANCE

FINANCIAL ALLOCATIONS

(Rs. in Crores)

Section	FIRST FIVE-YEAR PLAN		SECOND FIVE-YEAR PLAN		THIRD FIVE-YEAR PLAN
	Provision	*Expenditure*	*Provision*	*Expenditure (After Appraisal)*	*Provision*
Elementary Education	93·03	84·80	89·00	92·39	180·00
Secondary Education	21·94	20·20	51·00	50·87	90·00
University Education	15·47	13·70	57·00	45·39	75·00
Technical Education	22·75	20·20	48·00	52·28	130·00
Other Educational Schemes	15·87	14·00	62·00	34·07	25·00
TOTAL	169·06	152·90	307·00	275·00	500·00

PROGRESS AND TARGETS IN ELEMENTARY AND SECONDARY EDUCATION

ENROLMENT OF PUPILS

Age-group	1950-51		1955-56		1960-61		1965-66	
	N*	P**	N	P	N	P	N	P
6—11	192	42·7	252	51·0	330	60·0	504	80·0
11—14	31	12·9	43	16·3	61	22·6	100	30·0
14—17	12	5·4	20	8·1	30	12·6	44	15·0

*N Stands for Number of Pupils (In lakhs). **P Stands for Percentage of Children in Schools.

NUMBER OF INSTITUTIONS

Type of Institution	*Number of Schools*			
	1950-51	1955-56	1960-61	1965-66
Primary/Junior Basic Schools	2,09,700	2,78,135	3,54,900	5,00,000
Middle/Senior Basic Schools	13,596	21,730	30,000	45,000
High/Higher Secondary Schools	7,288	10,838	14,000	18,000
Multipurpose Schools	..	367	1,600	1,800

IT IS GENERALLY AGREED that development programmes of education should precede economic plans so that the latter could make their full contribution towards the well being of the mass of the people. The role of education is perhaps now more important than ever when it is realised that modern economic development calls for a wide diffusion of the scientific temper of mind, a sense of dignity in labour and a readiness to adapt new techniques and new knowledge to the needs of the people. The allocations for education in the plans reflect the earnestness and priorities attached to it in the development of the country's economy.

Outlay and Priorities

As against the likely expenditure of Rs. 153 crores in the First Plan on educational development programmes, it is expected that the expenditure during the Second Plan would be about Rs. 273 crores. For the Third Plan, the outlay tentatively provided is Rs. 500 crores. In addition to this development outlay on education it is estimated that roughly about Rs. 150 crores will be required annually for the maintenance of existing institutions in the Third Plan.

The programmes of the State Governments and the Centre for the Third Plan are being discussed currently and it may be premature to say whether there would be any change in the total allocations for education, its distribution between various sectors and the targets set out in different fields.

Some of the important targets of expansion and development under various sectors of educational development, are reviewed briefly in the following paras.

Elementary Education

One of the directives in the Constitution (1950) laid down that the State shall endeavour, within a period of ten years, to provide free and compulsory education for all children until they complete the age of 14 years. Providing schooling facilities for over 80 million of children in this age-group is no mean task for a country like India where, in 1950-51, facilities were provided only for about 22 million of children in this age-group. The problem is aggravated when the increase in population is far more rapid than the usual expansion programme. It was realised that the Constitutional directives might be realised earlier than expected if, during the Third Plan, concentrated efforts were made to make provision for compulsory primary education.

The following table will indicate the present position about the provision of schooling facilities at the primary stage and the targets proposed :

(*Figures in millions*)

	Age-group 6-11 *Population*	*Enrolment in classes I—V*	*Percentage of children attending schools*
1950—51	45	19	42.7
1955—56	49	25	51.0
1960—61	55	33	60.0
1965—66	63	50	80.0

Over 17 million of children will have to be brought to schools out of whom over 7 million would be girls which is a huge task. The plan provides for special programmes which would assist in bringing a large number of girls of backward areas and classes to schools. According to the above targets schooling facilities would be available for about 93 per cent of boys and 65 per cent of girls in 1965-66.

The next stage of education, where expansion of schooling facilities will take place, is the middle stage. With the expansion of facilities at the primary stage and the desire of

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people to continue the education of their children further it is evident that steps have to be taken to provide more facilities for the children in the age-group 11—14. It is also linked with the fulfilment of the Constitutional directive of providing education for all children up to the age of 14. The present position and the targets laid down for the Third Plan are indicated below:

(Figures in hundreds of thousand)

	Age group 11-14 *Population*	*Enrolment in Classes VI-VIII*	*Percentage of children attending schools*
1950—51	243	31	12.9
1955—56	266	43	16.3
1960—61	272	61	22.6
1965—66	335	100	30.0

About 4 million of additional children will have to be enrolled during the Third Plan. Some specific programmes have been included in the plan so that a larger number of girls could come to the schools. By the end of the Second Plan the percentage of boys and girls attending the schools in this age-group is estimated to be 34 and 11 respectively. It is proposed that by the end of the Fifth Plan it should be possible to provide schooling facilities for all the children in this age-group and thus fulfil the directive in the Constitution.

By the end of the Second Plan about 24% of the elementary schools will be of the basic pattern. During the Third Plan all the teachers working in elementary schools, who will be non-basic trained will be given orientation courses. All the new training institutions, proposed to be established during the Third Plan, will be of the basic pattern. Thus the process of modelling of elementary schools on the basic pattern will be carried forward in the Third Plan.

Secondary Education

During the first two plans it is expected that about 7,000 high/higher secondary schools will have been established as a result of the inevitable demand for the expansion of schooling facilities at the secondary stage of education. The existing position and also the targets of expansion of facilities laid down for the Third Plan is indicated below :

(Figures in hundreds of thousand)

	Population	*Enrolment in Classes IX—XI*	*Percentage of children attending schools*
1950—51	226	12	5.4
1955—56	237	20	8.1
1960—61	262	30	12.0
1965—66	288	44	15.0

About 1.4 million of additional children will be enrolled during the Third Plan in high/higher secondary schools. There is considerable disparity in regard to the provision of schooling facilities for boys and girls at this stage of education as well. While the facilities would be provided for 12 per cent of children in the age-group 14–17, the percentage of boys and girls attending schools would be 24.5 and 6.7 respectively. In order to enrol a large number of girls in the schools, the plan provides for some special programmes for girls' education.

One of the important targets laid down is that by the end of the Third Plan about 50 per cent of the 18,000 high/higher secondary schools, which are estimated to be in position by 1965-66, will be of the higher secondary pattern, as against about 22 per cent by the end of 1960-61. Necessary steps are being taken to arrange for the training of teachers to staff these institutions. The multi-purpose schools set up by the end of the Second Plan are proposed to be further strengthened and improved by the provision of additional courses and equipment and necessary staff.

One of the objectives of the Third Plan is to expand the facilities for science education. At the secondary stage this is sought to be done by introducing general science

courses in all the schools by providing special assistance for laboratories and training of teachers. In addition to this, the intention is to provide facilities for the teaching of science of a higher standard in about 4,000 schools. Apart from the provision of laboratories the main difficulty in expanding science teaching is the lack of adequately qualified and trained teachers. It has been estimated that more than 6,000 science teachers will be required to carry out a programme of this order. Steps are being taken to meet the shortage of science teachers. The Third Plan also provides for carrying out research in the field of education at various levels.

Requirements of Teachers and Training Programmes

For implementing the programmes of expansion of school education during the Third Plan it has been estimated that about 5,00,000 additional elementary school teachers and about 80,000 additional secondary school teachers will be required. Adequate provision has therefore been made for the training of teachers. The existing position and the targets regarding percentage of trained teachers by the end of the Third Plan would be as under :—

	1950-51	1955-56	1960-61	1965-66
Elementary School Teachers	58·8	61·0	63·0	80·0
Secondary School Teachers	53·8	59·2	65·0	75·0

University Education

There has been rapid expansion of enrolment at the college and university stage. The number of arts and science colleges would be about 1,100 in 1960-61 as against 746 in 1955-56. The enrolment in those institutions has also increased from 634,000 in 1955-56 to about 9,00,000 during 1960-61. One of the problems which is causing concern is that, while there has been expansion of facilities on the whole, the proportion of science students will have slightly declined. One of the main targets set out is to expand facilities for the teaching of science so that the percentage of science students at this stage, rises from 30 in 1960-61 to 40 in 1965-66. This would mean arranging for 250,000 additional places in colleges and universities. The programme of conversion of existing colleges into three-year degree course colleges will be continued. Besides, it is proposed to expand facilities for post-graduate work and research, provide scholarships, staff quarters and hostels. For these programmes assistance would be available to the colleges, universities and State Governments from the Centre. In order to reduce the pressure on universities and colleges, it is proposed to establish evening colleges and institute correspondence courses and external examinations on a large scale.

Technical Education

In the field of technical education there has been considerable expansion during the Second Plan. The present position is indicated below :

	Colleges			*Polytechnics*		
Year	*No. of institutions*	*Sanctioned annual intake*	*Outturn*	*No. of Institutions*	*Sanctioned annual intake*	*Outturn*
1950	49	4,119	2,198	86	5,903	2,478
1955	65	5,888	4,017	114	10,484	4,499
1960	97	13,165	5,310	197	24,020	10,397

During the Third Plan, it is proposed to increase the annual intake of degree students by 6,000 of which 5,000 will be by admission to the engineering colleges and 1,000 by training through part-time and correspondence courses. Similarly it is proposed to increase annual intake of diploma students by 15,000; 10,000 by admission to polytechnics and 5,000 through part-time and correspondence courses. There is acute shortage of teachers in technical institutions. With the proposed schemes of training fellowships in selected engineering colleges and foreign studentships for graduates who return to teaching posts and improvement in the salary scales of teachers, it is expected that the present shortage will be reduced to a great extent. Provision for scholarships, staff quarters and hostels is proposed to be increased during the Third Plan.

II

EVER SINCE THE PUBLICATION of the report of the Secondary Education Commission in 1953 educators have been discussing the special characteristics of this stage of education. It is generally felt that the importance of secondary education was sufficiently realised neither by the teachers nor by the administrators. It is true that it is a stage leading to university education but it is also a terminal point for a vast majority of students. Secondary education is also responsible for supplying teachers to the primary schools. On the thoroughness of the secondary curriculum depends the quality of primary teachers.

That the Five-Year Plans consider this stage of education important is evident from the fact that expenditure under this head has grown from 21.94 crores in the First Plan to 90 crores (tentative provision) in the Third Plan. The increase is more than four times. In the case of primary education similar increase in expenditure is only twice.

The accepted pattern of secondary education today is the eleven-year school called the higher secondary school. This means that all new schools to be opened will conform to this type. The existing high schools are being converted into higher secondary. It is expected that by the end of the Third Plan period fifty per cent of all secondary schools will be of the higher secondary type. Of a total of 14,000 secondary schools at the end of the Second Five-Year Plan about 1,500 are multipurpose schools. The development of multipurpose schools has been a slow process because of a number of difficulties.

The draft outline of the Third Five-Year Plan emphasises three aspects of the educational re-organisation at the secondary stage: (a) Increasing facilities for science education; (b) Improving multipurpose schools established during the Second Plan period and increasing their number to a limited extent; (c) Setting up new secondary schools as higher secondary institutions.

The number of secondary schools is expected to increase to 18,000 by the end of the Third Plan. The proportion of pupils in the age group 14-17 attending secondary schools will increase from about 5 per cent before the First Plan to about 12 per cent by 1960-61. Even if the expected expansion is achieved by the end of the Third Plan the proportion of children attending secondary schools will be increased only by three per cent or so. This low percentage is accounted for by the paucity of girl students in our secondary schools.

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Facilities for Science Education

With the expansion of educational facilities and industry there has been a marked increase in the demand for science personnel. The planners, accordingly, are taking steps to produce more of such technical personnel as would be demanded in the near future for meeting the needs of the economic and technical projects. What is not emphasised, however, is the poor quality of science personnel in many fields. There is also a great deal of wastage. It would be interesting to study the question against the background of failures in the universities in recent years.

The Science Departments of the Universities are not happy about the state of affairs in the schools so far as science teaching goes. What is the actual condition? A majority of our schools do not have proper laboratories. Even where laboratories exist, they do not provide adequate facilities for practical work. Many of our teachers believe that a good demonstration accompanied by intelligent exposition is all that the students need. If experience in the advanced countries is any guide, intensive practical work is essential for making many of the concepts clear and for making science teaching meaningful to the students.

In this country we do not have a tradition of sound academic work of the grammar school type. In the English grammar school science is treated with as much care as it is done in the Universities. The best teachers are recruited and the laboratory facilities are excellent. We cannot hope to develop our higher secondary schools on that line immediately. The recruitment of suitable teachers is a great problem. Although teaching in the higher secondary demands the services of M.Sc. teachers, many schools can recruit only B.Sc. teachers. It will take some time before the higher secondary schools are properly organised so that they may take over the function of the present intermediate classes. These schools will need to win the confidence of the Universities in regard to their academic standard. To do this they will need to have well qualified teachers (M.Sc. or Honours in Science) and elaborate laboratories. It is obvious that facilities can not be made available to all the higher secondary schools at the same time. Certain institutions should be specially developed where the standard of science teaching will be high. In large cities it is possible to locate a well equipped laboratory in a central place so that more schools can make use of it. Such an arrangement has worked satisfactorily in some of the Western countries.

The Directorate of Extension Programmes in Secondary Education has started a project of establishing science clubs in different areas of the country. The purpose of these clubs is to encourage students to take greater interest in science. These clubs offer opportunities to those students who do not have adequate facilities for science education. These are not merely supplementary to the regular school instruction but under appropriate leadership these clubs may discover science talents among the student population. In the Third Plan it is proposed to increase the number of these clubs.

The difficulty of recruiting suitable teachers has been already mentioned. It will be necessary to improve the quality of science teachers through various inservice education programmes. It may be a good idea to send some of these teachers to refresher courses at the universities during long vacations with a view to making them up to date in the subject matter. This however does not solve the problem of teachers who would be teaching general science. Separate training programmes will be needed for them.

Improving Multipurpose Schools

The multipurpose school differs from the ordinary school in its wider scope of subjects. It claims to remove "all invidious distinctions between students preparing for different courses of studies, breaking down the sense of inferiority that is associated

with vocational subjects and makes it possible to plan the educational system on a truly democratic basis". The multipurpose school has another advantage. It can take care of the pupil who has selected a wrong course for his study because transfer from one course to another is always easy within the same school.

The multipurpose school programme includes technical and commercial courses but they are primarily educational. These courses would be concerned with vocational training only in so far as preparation for vocation is an integral part of education which helps the individual to grow to his full stature. In this sense it is in conformity with the philosophy of Basic education. The different parts of the programme, core as well as the specialised subjects, will help the pupils to develop into co-operative, adaptable and responsible human beings. The training received in this connection would be useful for those who want to enter industry or a professional course. The multipurpose school has not yet taken firm root in our soil. It will take some time before the idea becomes a little more real even for the teachers. To improve instruction in these new schools a number of conditions has to be fulfilled.

(*a*) The pupil should be given proper guidance in different parts of the course. This choice should be as far as possible in conformity with "age, ability and aptitude of the child". Since guidance is such an important aspect of the problem a number of States with the help from the Centre set up Bureaux of Guidance in different parts of the country. The University Departments of Education and the Central Bureau of Educational and Vocational Guidance can offer useful programmes for training the scientific workers in the field of guidance. In fact some of them are already doing so. In the Third Plan when the States launch upon their own projects they can organise training programmes in their own areas. It will be necessary to see that all the multipurpose schools can have on their staff career masters or psychologists.

(*b*) Although students will be allocated to different courses only in class IX the previous two classes should be used for diagnostic purposes. The child should be observed closely and the results recorded on the cumulative record for future reference. If observation is close and accurate there will be very few misfits in higher classes.

(*c*) The difficulty of recruiting suitably trained teachers will be there for some time to come. For technical subjects many of the teachers would be untrained. Even many of the science teachers would be untrained. Inservice training will have to be arranged for these teachers. In 1955 an Extension Service Programme was started in 24 training colleges and later extended to 54 training colleges. Long and short term courses, conferences, workshops and seminars should be arranged through these extension centres so that a large number of teachers are covered by such an extensive programme.

(*d*) The teachers connected with the teaching of technical subjects should have enough practical experience so that the courses have a bias towards practical things. This means that there should be a link with the industry. A number of experienced persons from the industry should be recruited to the staff for teaching these subjects.

(*e*) A subject or a group of subjects should not be offered till the school has proper laboratory or workshop facilities.

(*f*) It is important to see that staffing ratio is liberal so that individual attention to pupils is possible. Teacher's work goes beyond giving instruction in various subjects. He should be able to give personal guidance whenever it is needed. This is possible only if the school has a tutorial system. Every boy entering the school should be placed under the charge of one of the teachers and should normally remain under him during the whole of his school career.

(*g*) The school should make adequate arrangements for character education. The committee on Religious and Moral Instruction suggested the following in this connection.

(*i*) The Morning Assembly should observe two minutes' silence followed by readings from the Scriptures or great literature of the world or an appropriate address.

(*ii*) The essential teachings of the great religions should be studied as part of the curriculum pertaining to social studies and history.

(*iii*) One hour a week should be assigned to moral instruction.

(*iv*) Organised social service during holidays and outside class hours should be an essential part of extra-curricular activities. Such service should teach the dignity of manual labour, love of humanity, patriotism and self-discipline"

(*v*) The Committee also suggested that qualities of character and behaviour should form an essential part of the over-all assessment of a pupil's performance at school.

Examination Reforms

Although most educators are fully aware of the defects of an external examination they want to improve the situation by introducing reforms rather than by abolition of external examination. An examination unit attached to the Directorate of Extension Programme is working in close co-operation with the States to improve the situation. This unit is holding large number of workshops and training courses, for teachers and others engaged in secondary education with a view to acquainting them with the modern concepts and techniques in the field of education. Since examination is the final stage of an educational programme, any reform in this field should be connected with those in the field of curriculum and instruction.

The teachers should not only know the purpose of evaluation but their awareness should be reflected in the teaching methods they adopt. Since internal assessment is going to play an important part in future, teachers should be trained in the improved techniques of evaluation. Although there has been much discussion about the unreliability of teacher's assessment we should remember that we can make a beginning by trusting teachers. Continuous inservice education can surely improve the quality of evaluation by them. Provision has been made in the Third Plan for setting up evaluation units in the various States. A group of these evaluation officers recently attended a training course on Evaluation in Delhi.

The examination reforms will raise many difficult questions of which internal assessment is one. The Boards of Secondary Education all over the country will have to consider whether they will continue the present practice of holding external examinations in all the subjects at the same time or they will resort to staggering the examination so that students will take the examination in two or more parts. There is also the question of lightening the language load by making the assessment of some of the languages internal. The

courses in such cases would finish one year earlier than the rest. It is desirable that the States follow their own plans in the development of multipurpose schools instead of conforming to a common pattern. To do this educational research should be allowed to play an important part in our educational development. Already some of the more progressive States have established Bureaux of Educational or Psychological Research. It is expected that in the Third Plan these institutions will contribute substantially to the progress of education in this country. If able people can be attracted to research much improvement can be effected in a short period in all aspects of school instruction—curriculum, teaching methods, accommodation, equipments, school activities, discipline, human relationship and examination.

III

TO SAY THAT ALL MEN ARE CREATED equal may be true in a legal or theological sense, but in actual fact the abilities and talents of individuals vary very greatly, and in a free society it should be the aim of the educational system to help each individual to develop his or her particular abilities and to fulfil the promise that is in him or her. Only in a system of universal education can this be done in any degree of completeness. In a democracy, leadership should lie with those who have been found specially worthy and gifted through a process of sifting in which every citizen has an equal chance. The gifted in a democracy are not those who start with any social or economic privileges but those who, in the slow process of maturation, have proved to have special talents.

Educating the Talented

In order, therefore, to educate the talented minority at a sufficiently high level, we must make sure that we are able to select this minority from the entire population of the country; in other words it should be one of the aims of educational development in India in the next Plan period and in periods to follow to put all children in the country into schools. Until we have compulsory primary education which should be free for the large majority, if not for all, we cannot be sure that those who are able to go up for higher education are in fact the most talented in our community.

The process of selection of the talented students should begin at the earliest stages of education and should continue all the way. In order that the identification of the talented may be as reliable as we can make it, we should not depend on any one method of identification but should use a variety of means. Results of examinations are an important means of such identification. But these alone are not sufficient. The young child in the early stages of education and the older boy or girl in the later stages should be under constant observation and the academically talented student should satisfy a variety of tests.

In an economically handicapped society, such as ours, it should be the aim of any educational plan of development to make it possible for the talented boy or girl to go on from one stage of education to the next by providing the student with necessary financial support. In most of the advanced countries of the world, there is an ever-increasing system of scholarships, bursaries and other public or private means of support for qualified students. In many American universities and colleges, apart from arrangements like remission of tuition fees or actual grants of scholarships and Fellow-

SAMUEL MATHAI, *M.A., (Bombay and Oxford* Secretary, University Grants Commission, New Delhi

ships, there are also arrangements organized by the institution to enable willing students to undertake various kinds of part-time employment for which the student is paid. It is thus made possible that almost everyone who has the ability and the will can go through a university education without having to depend on financial support from parents or relatives. The economic backwardness of a country will naturally be reflected in the ability of the State to organise any elaborate system of scholarships. But it should be a conscious objective of every Plan even in a relatively poor country like ours to increase opportunities for higher education for the gifted among students by providing financial assistance and opportunities for earning while the student is still at school or college. The problem in our country is of such magnitude that it is unrealistic to expect that in the course of the next Five-Year Plan we shall have worked out a system of equalization of opportunity at the school stage and shall have provided for the education of any considerable proportion of the academically talented at the university stage. But a conscious step can be taken in this direction by clarifying our aims and objectives and by applying the available means more systematically to these aims and objectives.

Resources and Their Utilisation

It is difficult to determine, on any basis that would be unanimously accepted, what proportion of the resources of a country should be applied for educational development. It usually happens that when the objectives are limited and the provision made is small we are not able fully to utilize even the available resources. This may seem paradoxical but would be readily understood by those who have had executive and financial responsibility in relation to plan projects. The complicated procedure with its checks and counterchecks that we adopt in India in our administration often makes it difficult to use up to the last naya paisa even the limited allocation of funds that are made for various purposes, as would be evident from the figures of financial provision and actual expenditure in the field of education during the First and Second Five-Year Plans.

I have no doubt that if the allocations for various educational purposes were a great deal larger our spending would have been larger too. It is proper therefore to ask whether we are planning educational development in India in a sufficiently large and imaginative way, bearing in mind that a democracy can only function effectively when the entire population is able to read and write, and whether persons with ability have the maximum opportunity to use their ability. I am glad to find that the tentative allocations in the Third Five-Year Plan for the various stages of education are considerably higher than in the Second Plan. It must, of course, be remembered that our numbers are growing and costs are rising; and that therefore the increased allocation does not signify quite what the figures in themselves would seem to suggest. Nevertheless to the extent to which these figures make possible an actual expansion of education in the lower stages and improvement of quality at the higher stages, we should be thankful. I doubt, however, whether India can really hope to develop an educational system worthy of her cultural and intellectual history and adequate to her rapidly developing needs without a more daring policy of financial outlay for education.

Education for Leadership

Going on now to consider education for leadership in our country I may say that at present the situation in our universities is far from satisfactory. In the professional fields of education such as medicine, engineering, agriculture and some of the other applied sciences, we do exercise a fairly careful selective process and the two Five-Year Plans have enabled us to bring about considerable improvements in the conditions of such education and the quality of the training given as well as in the number of persons trained. We do not

have as yet a system of educational counselling and guidance in India and quite frequently students are selected for various kinds of higher education solely on the basis of marks obtained in examinations. I am not sure that this will ensure that at least a good proportion of those who enter upon these courses of study will in fact have the qualities of leadership. Leadership in a democracy means a sense of social responsibility and obligation, the willingness to bear responsibility as it may devolve upon one, and the ability to observe the needs of one's society and age and to apply oneself for the fulfilment of those needs. In order that the men and women whom we train in our professional and technical institutions may have such a sense of leadership, it is necessary to see that they have not only the necessary intellectual aptitude but also have the right emotional and social qualities.

When we come to the areas of what might be called 'liberal education' in the humanities, social sciences and the natural sciences, we find that, by and large, there is no strict selective process in terms of academic ability and no adequate attempt to train the large numbers who enter these courses of study in our universities to a sense of social and national responsibility, I say, by and large, because there are some colleges where there is a very severe selection process and only the very best students are able to get in. A good liberal education can be a very good training for leadership in society. A man who has been taught to ponder over human destiny and man's age-long attempt to bring order and meaning in a chaotic world should be capable of taking his place in his generation with the kind of awareness that is necessary for true leadership. If our students remembered that they represent a minority of two per cent amongst the youth of their country and have therefore a tremendous responsibility towards the society that enabled them to enter upon an educational process that is denied to the majority, the whole life of our universities could be changed for the better. But training of young people for social responsibility is not a matter merely of sentiments and attitudes but involves the provision of facilities for such training. Students should be well read and this requires good libraries and good librarians, and conditions in which students are enabled to spend long hours in reading. A great many of our colleges are extremely ill-equipped in this matter. Teaching methods also have a bearing on this. In a great many of our institutions, students are not under compulsion to study systematically as there is no system of regular assignment of work and of setting down in writing the results of their reading regularly or of discussing them with their teachers or fellow-students.

Relating Education to Realities

Again very little effort is made to relate academic studies to the realities of life in the contemporary world. The student of economics, for instance, may know economic theories but may be unaware of the actual economic problems of his country and of the world in his day. A student of history may know the dates of ancient wars but may be unaware of the history that is being made all around him. The student of physics may know all about some of the physical laws but may be ignorant of the developments that are taking place in science every day and their influence on social and political life. This kind of isolation and aloofness from reality has made the word "academic" almost a word of disrepute and persons trained in this manner frequently find themselves unable to relate their learning to the problems of living in the contemporary world. Educating the gifted should mean educating people in vital relationship with the realities of life. To do this effectively we shall have to do a great deal more than merely provide lecture-rooms, in which lecturers mechanically pump inert information into uninterested students. Rich and vital social life in the college and the university is as important as the provision of mechanical and formal facilities such as libraries and laboratories and lecture-rooms.

In India the problem of leadership is more complicated than in many other countries of the world because of the size of our country and its population, and the multiplicity of languages, cultures and other things that make our society so heterogeneous. A true leader in India should have an acquaintance with the variety and multiplicity of conditions and problems in this country; and I feel that a good university education should include opportunities of travel and of meeting students of other regions. They should develop an interest in languages other than their own.

Massive Aid to Selected Institutions

All these things translated into academic practice would mean a considerable outlay of money, even if we attempted to make a rigid selection of the more highly talented amongst our university students and gave them a better training than would be available for the rest. In financial terms the sum of Rs. 75 crore provided in the Third Five-Year Plan for higher education in India (apart from technical and professional education) is woefully inadequate to attempt any real improvement in our educational practices. We cannot train our youths if those who train them are miserably paid and treated as though they were of no significance in society. We cannot train any *elite* in the modern world if we are unable to confront them with the richness and wonder of modern civilization with all its scientific and technological development.

I am inclined to think that the only thing we can do during the Third Five-Year Plan as a partial attempt to train some of our youths for leadership is to select a few of our institutions of higher education in various parts of the country and give them as massive aid as we possibly can so that teachers and students in these institutions could really attempt to produce a first-class educational organization. In spite of all the faults that people now see in the public school system in England, there is no doubt that these schools contributed to the education of the gifted in that country. The universities of Oxford and Cambridge and many of the universities of Europe and later of the United States were in fact places where a select few were trained. In all these places, new social forces have entered and there are egalitarian urges of various kinds at work. Nevertheless, the reputation and prestige of many of these institutions have made possible their continued existence as places where the most talented can be trained to take the responsibilities of leadership in the changing patterns of social organization. Even so in our country, I think, instead of merely attempting to keep going many institutions of higher learning that seem to be barely ticking over, it would be worth while developing a few superior institutions to which by a system of adequate scholarships, the best students of the country can be sent; and which can be called upon to demand of these students more than the minimum required in a normal university education and challenge them to the best performance of which they are capable. It would be necessary in such an attempt, also to give to these institutions the maximum academic freedom, so that they can devise their own courses of study and try their own experiments in educational methods and techniques. It would be necessary for the States and for the Centre to have a liberal system of grants-in-aid for such institutions. One must hope that such institutions would act as a constant spur to the other institutions to improve themselves and to raise their standards of performance.

To sum up, then we need a more careful selective process in our universities and colleges and we need also to attempt to identify within the total university population the more specially gifted students so that they may be encouraged to rise to the heights of which they are capable. All education costs money and good education costs more. It may be too late in the day to suggest reappropriations in our Third Plan so that more money could be

found for education; but it is not too late to plan for a more fruitful utilisation of available resources so that the best results can be obtained. It must also be hoped that it will be possible for our planners to enter into a serious discussion on the relation of education to nation-building. A nation does not advance merely by the mechanical piling up of goods of one kind or another. People who have no vision perish and we must seek to create men of vision even while we seek to create material goods that are necessary for the enrichment of life.

IV

IN THE CHAPTER ON 'Human Resources and Social Services' in the draft outline of the Third Five-Year Plan there are two sections devoted to education, one dealing with general education and the other with technical education. The section on general education has, among other subsections, three that deal with elementary education, secondary education and university education respectively. These three sections are all covered in the brief space of seven pages, and in these pages there are references to the programme of teacher training to be taken up during the Third Five-Year Plan period. In this article I propose to indicate the kinds of facilities for teacher education that the Plan seeks to provide and to offer some suggestions for the expansion and improvement of teacher education during this period.

In any educational expansion the training of teachers has to be given sufficient consideration and the Third Five-Year Plan has tried to devote some attention to the needs of teacher education.

The Primary Teacher

To begin with the field of elementary education, the Plan seeks to provide elementary education to about 80 per cent of the children in the age group 6 to 11. For implementing this programme, it is estimated that 400,000 additional teachers will be required and provision will have to be made for securing these teachers. However, it is realised that it will not be possible during the Third Plan to have all the teachers in the primary schools trained. It is estimated that by 1965 80 per cent of such teachers would be trained, and it is proposed that for the rest short-term courses should be provided. This is the least that ought to be attempted because primary school teachers do need some kind of training specially in view of their low academic qualifications. It is imperative, however, that these courses should be very carefully planned and that they should not be so short that they are virtually ineffective.

A significant proposal is that during the Third Plan period the duration of all regular courses of teacher education should be uniformly extended to two years; but it might be pointed out that at the recent National Seminar on Teacher Education several States made it clear that it would not be possible for them to extend the duration of their training courses for primary teachers beyond one year. In view of the fact that a one-year course is very inadequate for teachers who have in many cases not studied beyond the middle or senior basic school, great efforts will have to be made to help the economically backward States to step up the duration of their training course to two years. It is my considered opinion that the greatest weakness of our educational system is the very poor quality of our primary

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schools which, in turn, seriously affects the quality of work in our secondary schools. An effective training of our primary school teachers is the surest guarantee of good teaching in our primary schools, and every effort made in this direction is a worthwhile investment.

One of the important steps taken during the Second Plan period in respect of the training of elementary teachers has been the conversion of training institutions at this level to the Basic pattern. It is expected that by 1961 about 70 per cent of all elementary teacher training institutions in the country will be Basic. It is further expected that the remaining institutions will also be so oriented before the end of the Third Plan. At any rate, it is proposed that all new teacher training institutions should be of the Basic type. While this conversion is in progress, it will be worthwhile to do a little stock taking to ensure that such conversion is producing a better type of teacher than the older programme of teacher education.

It is proposed during the Third Plan period to orient all old and new elementary schools towards the Basic pattern by enabling them to "take up such activities of basic schools as can be carried out with maximum community effort and with the measure of State assistance that could be made available for the purpose under the Plan". This statement in the draft outline of the Plan appears to leave the whole programme a little too vague. There is no possibility of gauging the extent of community assistance that would be forthcoming; neither is there any indication of the measure of state assistance that would be made available. There is no indication either of the steps that would be taken to orient all non-Basic trained teachers in the principles and methods of basic education to enable this programme of orientation to succeed.

For successful orientation, the States would need to draw up a definite, systematic and phased programme of in-service education. The Plan refers to the establishment of extension departments in a number of training schools; but, as the recent National Seminar disclosed, the provision that has been made for the opening of such departments is extremely meagre and very inadequate to meet the needs of orienting all non-Basic schools to the Basic pattern even with the limited objective of introducing those features of Basic education that are relatively inexpensive. Experience has shown that for any type of reorientation, if it is to be effective and to produce quick results, it is far better to work with the entire staff of a school than to get selected teachers from a large number of schools to a seminar or a workshop. The possibility of organizing 'mobile' orientation squads which will visit non-Basic schools to reorient teachers to the Basic pattern may, therefore, be considered by the state authorities.

The draft recognises that there are shortcomings even in the existing Basic institutions and feels that much effort will be required in ensuring adequate training in the principles and techniques of Basic education. This is an important aspect of the general problem of improvement of elementary education and a great deal of thought will have to be given to it. Besides improving the courses in teacher education—for this purpose, the recommendations of the recent National Seminar on Teacher Education will be very helpful—early steps will need to be taken to enhance the minimum educational qualification of primary school teachers from 'middle passed' to the secondary school certificate.

Meeting Shortage of Science Teachers

Coming to secondary education, the Plan lays great emphasis on the expansion of facilities for science education. By the end of the Third Plan the number of secondary schools is expected to increase to 18,000; but at the end of the Second Plan there will be only 11,500 schools having facilities for science education. It is proposed to introduce general science courses during the Third Plan period in all the 18,000 schools by providing special assistance for laboratories and for the training of teachers. Be-

sides the course in general science, it is also hoped that science as an elective subject will be offered in about 4,000 of the schools offering courses in general science. For this purpose properly qualified and trained teachers will have to be found. It is proposed to provide special training courses for science teachers and laboratory assistants; but no indication is given in the draft outline of the nature of these training courses. There are two possible steps, among others, that might be adopted to meet the shortage of science teachers; and these are indicated here for the consideration of the appropriate authorities.

One step could be to apprentice science graduates to experienced science teachers in schools, requiring such apprentice teachers to do half the amount of teaching that would normally be done by a fully trained graduate and permitting him to use the other half for professional studies which would include the techniques of science teaching and a condensed course of educational theory and educational psychology. It should be possible for the Association of Principals of Training Colleges to draw up the outlines of such a course. Such apprentice teachers may be permitted, in the first instance, to appear for a certificate examination in teaching; later on, through additional courses taken at a teachers' college during the vacations, they may appear for the regular degree or diploma examination in teaching. In this connection I should like to stress the need for organizing vacation courses at our teachers' colleges, for attending which students may be given credit points which should be counted for meeting the requirements of a degree examination in education.

Another helpful step could be to organize a two-year concurrent course in science and education leading to the M.Sc. degree in Science Education. Graduates of such a course, if it is carefully framed, should be quite competent to teach the higher secondary classes. The training colleges should have no difficulty in organizing such courses in collaboration with the science faculties of universities or science departments of colleges which have provision for teaching at the M.Sc. level.

The draft outline takes cognizance of the difficulty of obtaining trained teachers for the various elective courses in the multi-purpose schools providing practical instruction. For this reason, and because the main emphasis in the Third Plan in respect of multi-purpose schools would be on improving and developing the institutions already started, it is proposed to set up four regional training colleges, with model multi-purpose schools attached to them, to meet the requirements of teachers for the multi-purpose schools. This is a move in the right direction because it should be possible to give more effective training in such specialised institutions than in the general run of training colleges, provided, of course, that these special institutions are adequately staffed and equipped.

The Higher Secondary Teacher

Whereas by the end of the Second Plan period there will be just about 2,550 higher secondary schools, it is proposed to raise this number by the end of the Third Plan period to 9,000 which would amount to only about one half of the total number of secondary schools. In this case too, as in the case of the multi-purpose schools, it will be necessary to find teachers who are competent to teach the higher secondary classes. Up till this time the general practice has been to have trained M.A.'s to handle the top class of the higher secondary school. It is worth considering whether in such subjects as history, geography, civics, economics and languages, graduates with a first or a second division and with some experience of teaching could handle the higher secondary classes. My own feeling is that this should be possible, specially if the teachers are prepared to take some additional content courses either during or after their period of training. The teachers' colleges could be asked to draw up these content courses specially geared to the needs of teachers of the higher secondary school

classes. I am inclined to think that such specially designed courses might be even more helpful to teachers than the courses prescribed for the M.A. examination. Another expedient that should be even more satisfactory is a two-year concurrent academic and professional course leading to the M.A. degree in Education on the lines of the Master's degree in Science Education referred to earlier. I should like to suggest to the University of Delhi to experiment with these two courses, provided, of course, the Delhi Board of Higher Secondary Education is prepared to recognize such teachers as qualified to teach the eleventh class of the higher secondary school.

There is no reference in the draft Plan to the programme of in-service education for secondary school teachers that has been developed during the Second Plan period in fifty four teachers' colleges in the country. This is a programme that has made a very definite impact on the schools that have come under its influence. Thousands of teachers in what have come to be called 'extension schools' have been made aware of the progressive trends in secondary education and have been helped to adopt more effective methods of teaching. It is therefore to be hoped that every secondary teachers' college in the country will be encouraged and helped in the Third Plan period to develop an effective programme of in-service education. An annual expenditure of Rs. 18,000 on an extension service department in a teachers' college is a very sound investment considering the benefits that accrue to the schools through the activities of a well-organized department.

Considering the general condition of our secondary schools to-day, I would be tempted to encourage our teachers' colleges, constituted as they are at present, to concentrate on programmes of in-service education rather than dabble in third rate research which many of them are tempted to do. The latter takes us nowhere, whereas the former definitely helps to improve the quality of teaching in the schools. Effective research needs personnel of a superior calibre which is not to be found in any appreciable measure in the general run of teachers' colleges in this country which recruit people primarily to train school teachers and then expect them not only to participate in more advanced teaching at the M.Ed. level but also to conduct research. We need to disabuse ourselves of the illusory idea that our teachers' colleges to-day are generally compatent to conduct worthwhile research. If educational research needs to be done; let us first organize our teachers' colleges for the purpose by staffing them adequately and by providing the necessary facilities for research.

Training of University Teacher

Adverting to the field of university education, one of the main tasks in the Third Plan period will be to expand facilities for the teaching of science so that the proportion of science students is raised to about 40 per cent. This will mean a great effort to obtain the necessary personnel for teaching, and we are told that the University Grants Commission is devoting special attention to this problem. This will not be an easy problem to solve unless a career in teaching for science graduates is made sufficiently attractive. I for one do not see any reason why science teachers, both at the secondary school level and at the university, should not be paid better than other teachers. As it is, we pay certain categories of teachers like art teachers and physical training instructors less than others. When a commodity is in short supply we are always prepared to pay more for it; and science teachers to-day are in very short supply, so that at least for some time to come we should be prepared to pay them more than teachers of the humanities.

The draft refers to the several measures which have been initiated in recent years to improve the quality of university education and which, it is proposed, to continue during the Third Plan period, in some cases on an even larger scale. Among these measures, which include improve-

ment of the teacher-pupil ratio, improvement of libraries and laboratories, provision of hostel facilities and other amenities for students, and organization of tutorials and seminars, there is no reference to courses of training for university teachers. I am one of those who believe in the efficacy of training for all teachers, including university teachers, specially in view of the comparative immaturity of the university student in India as well as the junior lecturer in a college. If a fresh untrained M.A. or M.Sc. is regarded as unqualified to teach the final class of the higher secondary school, I cannot understand how he can be regarded as qualified to teach the first year class at college. I have no doubt in my mind that better results would be obtained in the undergraduate classes if the teachers teaching these classes were required to undergo a brief and intensive course of training. With the increasing emphasis on newer techniques of teaching such as tutorials, seminars, assignments and discussions, it has become necessary for college teachers to master these techniques if their teaching is to be successful. Even straightforward lecturing is an art which cannot be acquired in a hurry and into which it is very helpful to be carefully initiated. I would, therefore, put in a strong plea for the organization of special courses of training for all new recruits to university teaching.

Other Implications

There are two brief but important references in the section on general education in the draft outline—one on Moral and Social Values in Education and another on National Service—which have implications for teacher education.

The plan refers to the need to give greater attention to the question of inculcating moral and social values among students at all stages of education. A special committee appointed by the Ministry of Education has made proposals which have been accepted by the Central Advisory Board of Education. These include "suggestions for the preparation of suitable texts designed to stimulate interest and faith in moral and social ideals, the imparting of moral instruction and arrangements for organized social service involving participation in community work." If these proposals are ultimately implemented, it will be very necessary to make provision for the training of teachers who will be entrusted with this responsibility. The preparation of suitable texts in moral and social education is a difficult enough problem; but the solution of this problem will not by itself guarantee the successful inculcation of moral and social values among students unless the right kind of teachers can be found for the job. This is a responsibility that our teachers' colleges will have to shoulder in the near future.

The other reference is to the scheme of compulsory national service for school leavers "with a view to improving the quality of educated manpower" in the country. This will be sought to be achieved by "channelling the energies of youth to socially fruitful purposes and bringing to the students an intellectual and emotional awareness of and identification with the various tasks of social and economic reconstruction and security of the country." The special committee appointed by the Ministry of Education to study and report on the ways and means of implementing this idea has suggested a threefold programme : (i) a course of military training, (ii) opportunities for social service, and (iii) a programme of general education. For the effective execution of the last of these three programmes, teachers will have to be specially and carefully trained and once again the responsibility for this will devolve on the secondary teachers' colleges. As the period of national service will precede the university course, teachers in charge of the general education programme will have an excellent opportunity to train students in the techniques of self study and to help them to develop right study habits. The teachers themselves will have to be trained in the use of instructional methods appropriate for this level, such as the organi-

zation of committees and discussion groups, the holding of tutorials, seminars and symposia, the conduct of surveys and the use of assignments.

A word about the provision of teaching personnel for technical education would not be out of place here. The draft of the Third Plan provides for a significant expansion of facilities for technical education with an increased emphasis on mechanical, electrical and chemical engineering as well as specialised training in the fields of mining, metallurgy and other technologies. The draft outline recognises the difficulty in the expansion of technical education caused by the shortage of teachers which, at present, is of the order of about 33 per cent in degree colleges and about 25 per cent in diploma institutions. To meet this problem, the schemes of training fellowships in selected engineering colleges and foreign studentships for graduates who return to teaching posts which were initiated in the Second Plan will continue in the Third Plan. It is also expected that higher salary scales recommended by the All-India Council for Technical Education will also attract larger numbers to this profession.

The plan for technical education includes provision for the setting up of 100 junior technical schools as adjuncts to polytechnics in addition to the 25 that were started during the Second Plan period. The need for such technical schools besides the multipurpose schools offering courses in the technical stream cannot be overlooked; but at the same time it is necessary to ensure that the education given in these technical schools also includes courses in general education and that the teachers teaching in them are properly qualified and adequately trained to deal with boys in their adolescent years. If such single-purpose schools at the secondary education stage take care to see that the general education of their pupils is not jeopardized by an undue emphasis on the special courses provided therein, they would be enthusiastically supported both by parents and educational administrators. We have a good example of successful schools of this type in several European countries specially in the U.K. where technical secondary schools have proved their usefulness. The most fervent advocacy of the multipurpose school idea does not and should not rule out either the possibility or the need to have a certain number of single-purpose schools for technical scientific, commercial, agricultural, and other studies.

Readers may please note that the issues of THE EDUCATION QUARTERLY are now dated according to the seasons of the year instead of the months.

central, state or local control in education?

THE RELATIONSHIP THAT EXISTS, or should exist, between the three principal echelons of Government in most democratic countries—the Centre, the State and the Local Authority is of supreme importance for the progress and well-being of the country not only in the field of education, but, since education touches life at all points, in every sphere of life, public and private. It is, however, of especial importance in the field of education. Who is ultimately responsible for the education of the citizens of a country? The Central Government, the State Government, the Local Municipalities or Corporation, or the individual family? And if it is not the exclusive prerogative of any one of these four interested parties, but a mutual obligation and a shared responsibility, in what way and in what proportion should each party fulfil its particular responsibility and contribute to their common objective?

The question is one which faces every modern democratic country; the answer depends very much on the political, social, moral and religious history, traditions and character of the country concerned. It swings between the extremes of absolute centralisation and almost complete decentralisation, with many countries taking up a middle-of-the-road stand between these two extremes.

French Centralisation

France, ever since the reorganisation of the educational administration of the country by Napoleon, has followed an educational policy of more or less complete centralisation, each of the 17 Academies into which the country is divided being administered by a Rector appointed by and answerable direct to the Minister of National Instruction, and possessing a uniform system of administration subject to the Centre. Though it is no longer true that the Minister of National Instruction at Paris can by consulting his watch tell which particular lesson of what subject is being taught at that moment in every classroom in France, yet a surprising degree of uniformity in administration, curricula and methods does exist all over the country. In recent years, however, there has been a reaction against this rigid uniformity and regimentation, and some measure of liberty to adapt curricula and methods to local needs and variations is now permitted. The high degree of Central control is the natural consequence of the fact that the Centre alone finances all Secondary, Higher and Technical education; the Local authorities contribute about one-third of the cost of elementary education and have some degree of control over it. France, then, has solved the problem of the proper relationship between the Centre and the Local authority by concentrating power and control in the hands of the former and reducing the latter to an inferior status; centralisation is at a maximum and decentralisation at a minimum.

U.S. Decentralisation

The exact opposite obtains in the U.S.A. where decentralisation is predominant. Under the U.S. Constitution, Education is a 'reserved' subject, hence of no direct concern to the Central (Federal) Government. The primary responsibility for education in the U.S.A. rests with the State governments, which, in practice, where elementary and secondary education are concerned, delegate most of it to the local districts, townships

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or counties. Historically the small isolated, autonomous, self-contained pioneer settlements of America's early history are responsible for the growth of the strong spirit of local autonomy that characterises the small local units in the U.S.A., which despite increasing State and Central (Federal) pressure still retain a very real measure of local control in educational matters and obstinately oppose any undue external State or Federal interference in their affairs.

The States, in turn, are as strongly opposed to any Federal support and control in the field of education and pursue a "hands-off" policy that has so far considerably slowed down the growing movement in favour of a more active participation by the Federal government in the field of education. This movement started in the early years of this century with the Smith-Mundt Act (1909) by which the Centre extended Federal aid to the States for the promotion of vocational education in the nation's schools and assumed supervisory and directive powers to ensure that the money was well-spent by the States and local authorities. The two wars quickened the tempo of Federal aid and interference considerably but its activities are still of an *ad hoc* nature and not part of a deliberate plan, and there is yet no organic relationship between the Centre and the States in the field of education. But Federal financial aid, accompanied by some measure of supervision and control, has increased rapidly in recent years and the Supreme Court decision in 1937 that in "Any activity related to the general welfare" it is quite constitutional for the Federal Government to supplement and, if necessary, even to supersede the State governments, has created a loophole for large-scale Federal activity in the educational scene. Such activity, it is apparent, is on the increase, and, if the present trend continues, will end sooner or later in the Federal Government assuming a greater measure of responsibility for and control of education in America. But the resistance of the States, shown by the rejection last year of the President's Bill to give aid to the States for School construction, continues to be adamant.

English Middle Way

England, with her genius for compromise, has managed to find a middle way between the French and the U.S. extremes, and to strike a happy mean between the respective powers and responsibilities of the Central and the Local authorities. Between the Ministry of Education at the Centre and the Local Education Authorities or L.E.A.'s at the periphery, there exists a partnership, which, while avoiding the regimentation and subordination of the latter as in France, enables the former to promote the development of a national educational policy, iron out the existing inequalities between L.E.A. and L.E.A. and bring about a general levelling up of standards throughout the country, without sacrificing that variety and freedom which are the lifeblood of educational health and progress. Though under the 1944 Act the Ministry of Education, under a Minister charged with the "supervision and direction" of education, has a much bigger say in the control of education than formerly, yet the primary initiative and responsibility for it and genuine self-government still vest with the Local authorities. This partnership, despite occasional friction and clashes, works well, and gives the English educational system a unity in diversity that is vital and full of dynamic potentialities for further growth. Hence it is not surprising that in his most recent pronouncement of policy "Secondary Education for All.....A New Drive (1958)" the Minister of Education in England after critically reviewing the existing set-up, concludes that it is the best, if not the only administrative pattern for the country. "Given the different needs of children and the varying needs of localities, it would be wrong in the Government's view, to aim at, let alone to impose, anything like a uniform pattern of secondary education for the whole of England and Wales. Such rigidity would be in direct contradiction to the concept of the educational service as a service which, within the broad framework of national policy, is administered locally.

Individual schools have grown up in response to and have been shaped by local needs. The result is that a considerable variety of schools exist in this local scheme of organisation in which they work. This variety is a valuable foundation on which to build the future. The Government are convinced that this approach is best calculated to satisfy the needs both of the nation and of individual children."

States' Autonomy in India

India, being a secular, democratic republic on a federal pattern has modelled her educational policy more on that of the U.S.A., than that of England or France. Under the Constitution, the States have almost complete autonomy in the field of education, which is largely financed and controlled by them. The Central Minister for Education has direct control only over certain centrally-administered areas such as Delhi and Himachal Pradesh, and over National Research Institutions and Universities of an All-India character. Everything else is controlled by the States; the Centre aiding them with advice, inspiration, information, and, in recent years to a rapidly increasing extent, with financial aid. The States have always delegated, at least with respect to primary education, to some extent their power and responsibility to urban and rural municipal authorities, but because of the lethargy or inability of those authorities to discharge their responsibilities, the present tendency is towards an increasing measure of State control at the expense of local autonomy. And paradoxically, central influence, because of the control of the purse strings, is growing slowly but steadily. In the face of these varying systems, these questions naturally arise. What is the ideal system, if any, of regulating the relationship between the Centre, the States and the local authorities; and more specially, is the present relationship in India satisfactory and, if not, what are its weaknesses and how can they be removed and the system improved to the limit of maximum efficiency?

First Principles

In any approach to this vexed problem, certain first principles must, in the author's opinion, be kept in mind. Firstly, Education is the primary responsibility not of the Centre, or of a State Government or of a local authority but of the family and the local community of families. The family is the natural basic unit of society and parents have the first and the ultimate responsibility for the physical, intellectual, moral and spiritual growth of their children, which it is the overall aim of education to bring about. Hence parents have the inalienable right to decide to what school and to what teachers they will entrust their children, and should be given a share in deciding what they are to be taught. The nearer the centre of control of education is to the family, the more democratic, healthy and progressive is likely to be the resulting system of education. In the light of this postulate, the role of the State in a democracy should not be to endeavour to suppress or curtail parental rights in education, but to safeguard them and to create the conditions and provide opportunities so that parents can fulfil their duty to the best of their ability. Only if parents cannot or will not fulfil their obligations in this matter has the State the right to interfere and even then, it should not, except in hopeless cases, abrogate all parental rights in this matter. The second principle—a principle vital to a Democracy—is that of subsidiarity. No higher or more powerful body or organisation should usurp or take over any function that can be adequately performed by a lesser body or organisation. To tend in the opposite direction *i.e.* to confer greater powers on the larger bodies by weakening the smaller, is to head for totalitarianism. This principle should govern the relationship between the Central Ministry of Education, the State Departments of Education and the local administration. The Central Government should only enter where the State Government is unable or incapable of fulfilling its obligations in the field of education and its entry should mainly take the form of financial help, either in the form of a

block grant as in England, or of special *ad hoc* grants for specific deficiencies as in the U.S.A., or in the provision of an adequate scholarship scheme to equalise opportunities. With financial aid will naturally go some measure of control—the Central Government has the right to see that the money it provides is not wasted—but this control should not be repressive; the Centre should use persuasion rather than force in achieving its objectives. A similar relationship should characterise the State Government's approach to the local authorities, the Municipalities or Corporations whose, immediate responsibility it is, or should be, to provide for at least the basic educational needs of the area over which it has jurisdiction. The State must extend generous support to the Municipalities or Corporations to enable them to fulfil their responsibilities and ensure that the money is well spent in providing a sufficiency and a variety of institutions for the educational needs of the area; where gaps exist in local provisions for education, the State should fill them with institutions of its own, but it should not supersede, reduce to impotence, or crush the initiative and responsibility of the local communities, and, above all, of the parents and guardians in the interests of a soulless efficiency and a lifeless uniformity. In this connection the wise words of Prof. Kandell, a world famous authority on educational administration, are worth quoting. "There must be", says Prof. Kandell, "a clear and definite line of demarcation between those aspects of an educational system that the State through a bureaucracy may control in the interests of efficiency and uniformity and those that organisation, mechanisation and dictatorial prescription would in the end destroy. In a democracy there is a clear and definite answer to the question 'To whom do the Schools belong ?' The answer should be that the State is only a partner in an enterprise in which all cultural groups within it are concerned and involved, and in the determination of which they should therefore have a voice."

Centre-States Relationship

How does the present system of educational administration stand judged in the light of the above first principles ?

Under the new Constitution, as is well-known, education is rightly a State subject and each State has the right and the duty of fashioning its own system of education and of administering it as it thinks fit. The Central Government acts traditionally therefore as a coordinating, stimulating and resource agency, and extends financial help, if and when necessary, to the State Government to help them to meet their educational obligations. Since Independence however, the Central Government has begun to play a more active and positive role in furthering educational progress on an All-India plane and promoting a greater measure of unity in diversity and equality of educational opportunity among the States through the deliberations of the Central Advisory Board of Education and the various expert Commissions and committees appointed which have published authoritative reports on several major aspects of education in the country which have given a clear lead to the country as a whole concerning the important matters referred to them for consideration; through All-India bodies like the All-India Council for Secondary Education, the All-India Council for Elementary Education, the All-India Council for Technical Education and Central institutions like the Central Institute of Education or the National Institute of Basic Education and the Central Bureau of Educational and Vocational Guidance; through all-India and regional educational Conferences, and finally through its wide variety of publications. Central aid to State Governments under the First and Second Five-Year Plans has also increased substantially, and, with it, directly or indirectly Central pressure and a certain measure of Central superintendence and control. The Centre having granted liberal and the much needed financial assistance to the States has the right to ensure that the money is spent wisely on sound, worthwhile educational

projects and plans of various kinds, to see that a broad measure of uniformity obtains as between State and State and that all State development plans fit into the national framework. It should not, however, use the power of the purse which it possesses to impose its views on all State Governments or to iron out all differences between State and State. The Centre can, and should give a positive lead to the States in the attempt to evolve a truly national system of education for the country as a whole, but it should remember that such a national system for a vast country like ours must inevitably be a unity in diversity in which individual families, the local community, the State and the Centre all work in harmonious partnership each in its appointed sphere making its own unique contribution towards the final end which is to provide rich and varied educational opportunities of all kinds for all children, young people and adults in the country. Such a partnership must be a free and equal partnership, especially where the Centre and the States are concerned; hence any attempt at central regimentation or centralisation of power and responsibility should be avoided and the States must continue to enjoy real autonomy in the field of education.

States and Local Communities

The same democratic attitudes and values and principles should inform the relationship between the State Education Department and local communities and the public at large. The State Department of Education therefore in its turn should not pursue a policy of rigid centralisation and regimentation, by starting or taking control of all educational institutions itself or forcing them to conform to a rigid and restrictive code of regulations which deprives them of all liberty and individuality. Rigid State control of education may help to some extent to promote a certain uniformity and standardisation and equalise educational opportunity, but it tends to destroy or discourage experiment, local initiative and variety which are the lifeblood of the true education. Hence the State Department should endeavour to draw local authorities, parents and the public at large into a real partnership with it in its endeavour to provide for the educational needs of all the children and young people and adults in the State. When parental or local initiative and interest is found wanting, the State has the right, and indeed the duty to provide its own schools and other educational institutions for the children of the area concerned. But where the local administration is active, or voluntary and philanthropic associations of groups of parents are forthcoming to provide good schools, the State Department of Education, after making sure that such schools and educational institutions fulfil certain indispensable minimum conditions for recognition, and seeing through supervision and inspection, that they are fulfilled, should not hesitate to recognise them and extend to them such financial assistance as is necessary for their effective working. The growing tendency of Departments of Education all over the world to usurp the educational rights of parents, voluntary associations and local committees is to be deplored. Some measure of a rather drab and colourless uniformity may be attained thereby but its price will be a loss of freedom, initiative, experiment and variety without which no educational system can progress. Not only local authorities, but, more especially, parents and guardians still have their part to play in a truly democratic system of education, and both the Central and the State Governments should educate them to play this part to the best of their ability.

Central, State, Local or parental control in education? All four, as we have endeavoured to prove, are necessary and desirable for the educational institutions of a democracy and are their common responsibility. All four are partners in a joint undertaking, and on the establishment of sound, working and workable conditions for a true partnership, in which each partner does what it is best fitted to do and makes its unique contribution to the common good, depends the efficiency, vitality and progress of any democratic national system of education, including our own.

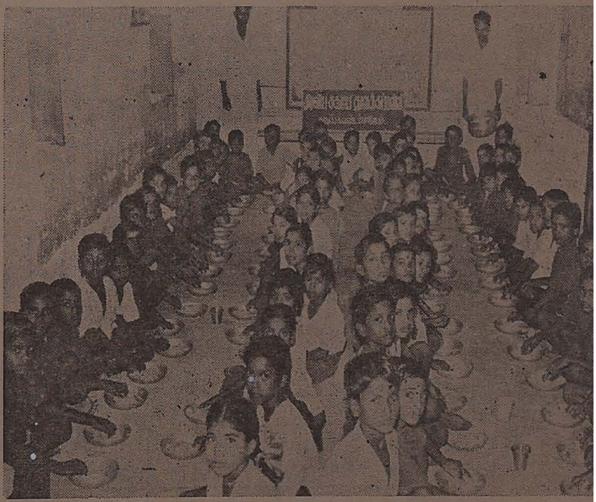
education in the states—madras

Free Mid-day Meals for School Children—A People's Movement

THE MOVEMENT BEGAN as a voluntary measure in July 1956. The place was Perinthalmanna in Malabar District where a gruesome experience resulted in a pioneering movement. The Director of Public Instruction, Madras happened to be on a visit to the Board High School at Perinthalmanna. As the students gathered to meet him, two of them swooned of hunger. As subsequent enquiry showed this was a common event in the school, boys fainting in the class rooms, having had no meal at all at noon. The Director of Public Instruction pursued his enquiry and found that starvation among school children was not confined to the school at Perinthalmanna but was widespread. Education had spread and children of the poor attended schools in ever increasing numbers. This was, of course, welcome, but then how could education be effectively imparted to starving children? True, schools were thrown open and education was made free and the rich and the poor alike could take advantage of these facilities. But, while the well-nourished children from the better-off homes could concentrate on and learn their lessons, the unfortunate children from the poorer homes could not even attend to their lessons. In the circumstances, "equality of opportunity for all" proved a mockery. The Director of Public Instruction, Madras was considerably exercised about this problem and became convinced that unless the children who attended school got a square meal at least once a day, the money and effort spent on the schooling of the poor children would go to waste.

The Director gave expression to his thoughts at various gatherings of school teachers. The following are the extracts from his Report presented on the occasion of the 123rd School Improvement Conference :

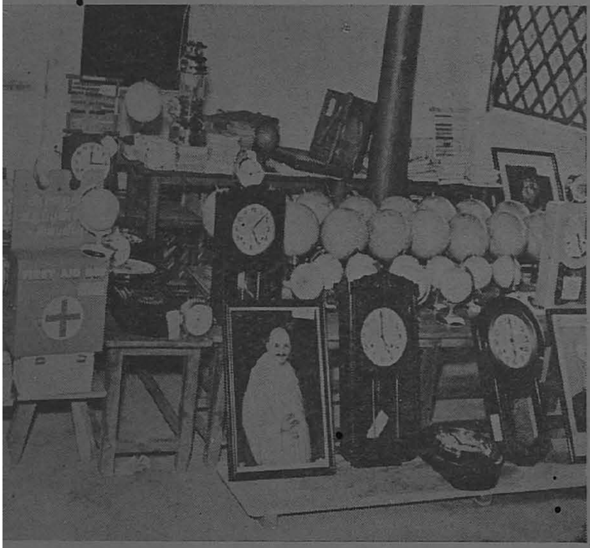
> "In a country where day after day thousands of people who cannot work or will not work are being fed out of the charities of those that are working hard, is it impossible to organise and divert a part of those charities into the School Meals Programme? I gave expression to these thoughts at a gathering of elementary school teachers at Tuticorin, the port of pearls. The spark that was ignited in Perinthalmanna set a glow to this idea in Tuticorin. It was however the villagers of Nagalapuram who fanned the spark into a flame. Happening to listen to a tape recording of my Tuticorin speech at a school meeting and being struck by the idea, they immediately consulted among themselves and decided to donate grains and to organise a scheme for giving mid-day meals to poor children in their school. From there it spread far and wide as pearls did in ancient times.



Not a wedding feast ! But children of the Elementary School, Karuppagoundanpalayam, Tiruchengode Range, Salem District, are having their free noon meal. Now a normal feature in most Elementary Schools in Madras State.

> The idea was taken up enthusiastically and implemented in many villages. The time-honoured hospitality and charity of the Indian villagers found one more channel of expression. The rich and the poor, the literate and the illiterate vied with one another in contributing their mite. Housewives showed the way by setting apart a handful of rice each day to this noble cause. Farmers set the movement in further motion by donating grains at the threshing field itself. Children have also a place of honour in this new form of service. In an elementary school at Avinashi, Coimbatore District, they launched the movement, by each pupil bringing a match-box full of rice for a few days and in a certain high school the entire student community contributed once a week a handful of rice. Cash donations flowed freely from salaried and monied persons."

The response of the public to this voluntary movement impressed the Government which lent a helping hand by giving a regular subsidy on the basis of 60% of the recurring cost. Government's support gave further momentum to the movement for free mid-day meals. Today out of 26,281 Elementary schools 25,294 are providing free noon meals to poor children. The number of pupils that derive this benefit is as large as 9,11,820. In addition to these, as many as 13,319 students reading in 506 High Schools are also receiving free meals entirely out of the contribution of the people without any subsidy from Government. There is a local Meals Committee of donors for every one of these Mid-day Meal Centres.



This is typical of the variety of equipment given to schools—clocks, globes, furniture, first-aid boxes, petromax lights, arithmetical instruments, books, slates etc.

The People's Movement for free Mid-day meals and its success led to salutary reforms in other neglected fields. The Elementary schools in the South, for years, had been in a sad condition. Ramshackle buildings with poor equipment or no equipment at all and with teaching aids known only for their paucity, housed pupils, who under the tutelage of struggling but stout-hearted teachers, battled to seek light. No wonder, the standards of instruction were below par but what *is* surprising is how the teachers and pupils held on to their tasks amidst such deplorable conditions. Schooling at sub-standard level produced only sub-standard products in these elementary schools and this affected the standards in High Schools and Colleges also. If the education that was given to these pupils was to be worth its name at all, radical reforms were indicated. The condition brooked no delay.

The Madras Government hit upon the idea of capitalizing on the tremendous goodwill that flowed from the public in the matter of Mid-day meals. In an area around Kadambattur in Chingleput District, it was found that 76 Elementary schools had been regularly providing free mid-day meals without a break for six months. This certainly would not have been possible without the closest cooperation between the teachers and the public. The Government of Madras decided to harness this advantage for School Improvement Programme.

School Improvement Project

The first stage in this experiment of School Improvement Project was a comprehensive survey of the actual condition of each school in a given area. That survey

kept in view the normal requirements of an elementary school with regard to accommodation, furniture, equipment, teaching aids, library facilities, sanitary provision, space for play activities and gardening. The requirements, not only for the immediate present but also for the future, were kept in mind while assessing the needs of individual schools. This survey revealed the actual deficiencies under each item. Then the people in the school village and the neighbourhood were apprised of these deficiencies either at a formal gathering or at informal meetings. The teachers acting as catalytic agents persuaded the villagers to come forward either individually or jointly to provide the needs of the school adequately and suitably, according to their capacity. This novel idea caught the imagination of the people and the response was spontaneous and generous. After the villagers had undertaken the provision of the various requirements, a conference of the public, the donors and of teachers was held at Kadambattur on 20th February, 1960. At that conference articles, presented to the schools were exhibited. The conference and the exhibition demonstrated to society the possibility of widespread and quick reconstruction through self-help.

This mass movement for community self-help which began humbly in 1958 has now grown to gigantic proportions. The Madras State can proudly count to its credit as many as 122 Conferences within a comparatively short span of 30 months. The conferences have covered 17,584. The estimated cost of all these schemes works up to Rs. 5.81 crores.

The Madras State has now reached a stage where every village with a population of 300 and above has a school within a distance of one mile. The required school may be there in the required place, but how to attract children from the poorest homes to this school? The Free Meals Scheme has provided an effective answer.

The schemes undertaken under the School Improvement Movement cover a wide range;

"No money, no lands, no jewels ! But I have grown some cocoanut saplings outside my hut. May I give some of them to my village school ?", asks Sri Murugan, a poor Harijan of Karaiyiruppu Village, Nannilam Taluk, Tenjore District.

from the construction of school buildings to the supply of first-aid material; from electrification and sanitation to the supply of cooking utensils for mid-day meals; from *Bhoodan* for play area and gardening to the provision of libraries; from the supply of uniforms to poor children to the supply of equipment for handicrafts and many more.

These advantages may not be equally shared by all the schools but the minimum necessary amenities are given to all of them.

What about the financial implications? What about the rate of progress? Out of schemes costing Rs. 581 lakhs, schemes to the value of Rs. 370 lakhs have already been carried out. It cannot, of course, be claimed that in all these thousands of schools that have come under these projects, there is nothing left to be desired but a step in the right direction has been taken and the progress is reviewed annually. The School Improvement Project is not just an isolated event of historic importance, happening once in a way, but is expected

to be *an annual feature of every school.* Actually the Kadambattur area which was the pioneer in this movement had already celebrated the third annual conference. So also, the neighbouring area of Tiruvellore has 3 conferences to its credit. Uthukkotai and Poonamalle in Chingleput District and Sivakssi in the District of Ramanathapuram, have each two conferences to their credit.

This movement for School Improvement has the immediate objective of adequately equipping the schools but its ultimate aim that would be of lasting benefit is making the people self-reliant, self-confident and socially a force to reckon with.

Concluding his Report to the 123rd School Improvement Conference, the Director of Public Instruction Madras said :

> "Today we have gathered in such large numbers to hold the 123rd School Improvement Conference. This is the biggest conference ever organised—perhaps the biggest that can ever be organised. As many as 698 Elementary schools, 3 Training schools and 12 High schools have come into this picture today. Most of them needed something or other. In some of them almost everything was lacking. Out of 698 Elementary schools, only 144 schools had some elementary sanitary provision. But as a result of this movement, 476 more schools have since been provided with urinals. Every one of them has now built up on this occasion a small children's library. Provision has been made in all of them for drinking-water supply.
>
> Education has now acquired a larger meaning. The School Community not merely learn the 3 R's but also have started to play their part in growing more food which incidentally helps them to learn their lessons on nature study at first hand. Most elementary schools have started gardening and nearly 3,000 saplings have been planted. We can now claim that the black boards are really worthy of their name. Towards these various improvements, both major and minor, 6,068 projects have been undertaken. The sum total of the cost of these projects is 23c lakhs of rupees. Towards these, many have been carried out. Some more remain to be completed. We are confident that every one of them will be completed in due course."

The people of Madras have thus given a lead in the matter of free Mid-day Meals for school children and in building new schools for old.

(Courtesy : *Vellore School Improvement Conference Souvenir* 1960).

● Training is everything. The peach was once a bitter almond; cauliflower is nothing but cabbage with a college education.

—*Mark Twain*

economics of higher education

Introduction

ALTHOUGH PHENOMENAL PROGRESS has been made in the field of education during the First and Second Five-Year Plans, two well-known criticisms are still levelled against Indian higher education. The first and foremost is that by laying too much emphasis on literary education ever since its inception, it has been made increasingly out of tune with the economic needs of the country. Secondly, notwithstanding this over-emphasis on literary education, it is also alleged that Indian higher education, barring some notable exceptions, has not made any 'significant contribution even to this branch of human knowledge'. The educational standards have fallen so much that 'persons who have reached the highest stage are not only ill-informed and ill-educated about the affairs of the world but are sometimes ignorant of the elementary things in their own fields of study'. Indeed, it has almost become a fashion in India to look down upon universities with contempt and to make unrealistic comparisons with the British or other European universities. But very few persons have realised that the high standards of the British Universities are attributable largely to a highly qualified but contented teaching staff, well-equipped libraries and laboratories and meritorious students pursuing their studies free from financial embarrassments. Surely, if the critics were to make even a cursory glance of the budget statements of the Indian universities and colleges, of their continuous and chronic deficits, of their expenditure on teachers' salaries, libraries, etc., they would find themselves driven to the inevitable conclusion that none of the pre-requisites had been fulfilled, and, above all, that the teaching profession in India was not getting the best talents available in the country.

Now that we are on the threshold of the Third Five-Year Plan, we may usefully ask the question : What is this unpleasant situation, after all, due to ? Is it merely because the expenditure on Indian higher education has been "inadequate," or is there something basically wrong with the method of finance ? In fact, the situation is the outcome of both the factors. For the moment, it is upon the question of providing 'optimum' resources to higher education that I shall concentrate my attention. In my view, discussion of the ways in which India can provide 'optimum' investment for the provision of education should be given first priority, for this alone can give meaning to any consideration of such issues as the present method of finance.

The study is not an easy one, primarily because the criteria by which the economist examines the desirability or otherwise of using economic resources in a particular manner cannot be applied in the examination of a social service like education. There can be three reasons for this. Firstly, to arrive at a precise figure of education expenditure, the economist must be able to assess the "returns" of education in comparison to those arising from its alternative uses, because to the extent a community spends on education, diversion of economic resources from other services is implied. This task is a difficult one, because investments in education bring dividends which are not perceptible to the naked eye. Secondly, in case of a commodity bought and sold in the market, the consumption pattern of individuals through the market mechanism can serve as a reliable guide for deciding how much of a commodity shall be produced,

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and, by implication, also how much communal resources shall be used for its production. Social services, including education, are, however, provided free or at prices which do not cover the full cost of providing them. Consequently, the demand for education does not reflect its full value to the community in any direct way, because the consumers themselves are not required to forgo the consumption of other commodities in order to make the consumption of education possible. Finally, benefits from education accrue not only to the individual consumer but are also disseminated among other members of the community. An enlightened society that results from widespread literacy is an obvious example. This means that the value of education to individuals will not reflect its full value to the community, even if they are called upon to pay the market price for this service. This tendency, therefore, supports the view that the supply of this "Commodity" cannot be left to the free play of market forces; the market will not provide "enough" education because individuals acting alone are not prepared to promote a cause which is indivisible.

All of us are familiar with these arguments. They have, however, encouraged the economists to discuss education expenditure with reference to some statistically "objective" measures of other kinds. Thus, we may gather the necessary statistical information regarding the financial allocations under the Five-Year Plans and their distribution among the different levels and types of education. Further, we may also discover the proportions of national income spent on education in order to show how total expenditure on goods and services used for education has varied over time. Finally to complete our study, we may even make projections of national income and in the light of that decide the "share" that education must receive from our total output of goods and services. This method is fraught with danger and it will be a shattering comment on our commonsense if we believe that this is the only approach possible. Frankly speaking, proportions of national income spent on education and their distribution among the different levels and types of education provide us with information, but for policy purposes their utility is insignificant. How much, then, a community should spend on education is a question which we cannot decide without some criterion, and this criterion cannot be derived from heaps of dead statistics, except, of course, by those who believe that *any* expenditure on education is always less than it should be. But to the people of this category, logic or statistics are unnecessary. To my mind the necessary criterion must find its guiding principle in the aims of the social order and in the judgment of the community expressed through its official channels. For, unless a society knows what it is striving for, what type of social order it intends to build and what role education can play towards the attainment of those objectives, it cannot decide what resources can serve the purpose and who should provide them.

Education under the Indian Constitution

I take, then, Indian Constitution as my guide to derive the necessary criterion. The outlines of the social aims which must govern all our educational institutions, are crystallised in the preamble to the Constitution which defines India as a democratic State, pledged to secure to all its citizens justice, liberty and equality of status and opportunity. Democracy affirms that individuals shall enjoy *freedom of choice* and deplores that totalitarian principle which treats him merely as a pawn of the State who should either think and behave as the State orders him to think and behave, or be destroyed by the dead hand of bureaucracy. Justice, in the field of education, means that educational institutions should train the ordinary citizens to participate intelligently in public affairs and produce social leaders, literary scholars and technical men of all types. Liberty refers to the liberal character of education and guarantees freedom of thought and expression to the teachers. Equality of status and opportunity means that every child up to the age of 14 shall receive free and compulsory education, and

at university level education shall be accessible to all on grounds of merit only.

Clearly, for the attainment of the aforesaid objectives, this statement of social aims assumes that "consumers" as free citizens shall have perfect freedom to consume the particular types and amounts of education of their *choice* through a system of voluntary and spontaneous exchange. And as the custodian of public interest, the role of the State will be to provide a certain framework of law and order, to remove the obstacles which prevent the free play of market forces, to make necessary legal provision for the enforcement of contracts, and to perform other functions of a general nature that are necessary in respect of all other economic activities. Given this society the question to be answered is : how should India decide upon the size of economic resources that would reflect "optimum" investment in the provision of educational facilities, and, particularly, what role should be assigned to the State in relation to this decision ?

I might put the question in another way: Why should the State have any special role at all other than general functions given above ? In practice, however, the State intervention may also be argued on three other grounds :

1. Education is consumed by irrational individuals and no community can afford to leave the provision of this important "commodity" to their faulty and immature judgment. This argument for State intervention may be relevant at elementary stages since the illiterate parents may be unable to take a 'correct' decision on behalf of their children owing to their faulty mental equipment. At the university level, however, this argument is not valid because at that stage students are sensible enough to assess the real worth of education.

2. Secondly, the freedom of individuals in educational matters may look imaginary if the conditions of monopoly or imperfect competition make effective competition and, therefore, voluntary and spontaneous exchange, impossible. That is, the supply of education may become concentrated in a few hands or in some selected areas and exhibit individual as well as geographical discrimination. The presence of this tendency accompanied by the economic incapacity of the average parents to send their children to cities even for elementary education have been some of the factors which have handicapped us in our effort to banish ignorance from the country. Hence as long as these conditions continue, perhaps Government will have to provide educational facilities directly. But this makes no case for the permanent retention of State-managed schools in those areas or its extension or even continuance in those parts of the country where these difficulties have ceased to exist. For higher education, as the subsequent discussion will show, direct provision of education by the State on this ground is even weaker than for elementary and secondary education.

Finally, State intervention is sought because education brings benefits of a communal nature discussed above. Since the society as a whole benefits from some minimum level of education, parents, if not subsidised, will be paying for something more than the direct benefits received by their children. In so far as education provides these benefits, it is the State and not the individual who should bear its cost.

There can be some further arguments for State intervention in education matters. In India, however, the social benefit argument appears to be the strongest and the most relevant argument for State intervention. As has been already pointed out, the community's interests require that every citizen up to a certain age must receive some minimum degree of education necessary for citizenship and economic efficiency. The acceptance of this proposition will have certain implications about the role of the State in the provision of educational facilities. First, it does not justify State intervention in *all* types of education. Secondly, State subsidisation for securing a minimum level of knowledge is justifiable on social grounds,

but it does not justify the extreme form of State intervention, namely, direct provision of education in the State-managed institutions.

As regards the first question, we can distinguish between general education and professional and technical education. Strictly speaking, technical education, as distinct from general education, is a form of investment which increases the economic productivity of the students. The incentive for investment in this type of education is the expectation of a higher reward for his services than he could command even without acquiring knowledge of a specialised skill. True, much general education also increases the economic value of the student and much technical education also brings benefits of a social nature. Nevertheless, the arguments for State support for the training of engineers, doctors and other specialised skills are not so strong as those of subsidising elementary education or general education at the university level. Recently, the All-India Council for Technical Education has recommended higher salary scales for engineering and other technical personnel and these enhanced salaries will be paid mostly by the Government—the same Government which enabled them to acquire the necessary education. On the other hand, in view of the acute under-investment in human capital, the constitutional directive to bring equal opportunities to all those who are unable to increase their economic prospects on account of financial barriers, and, above all, the urgency of having trained technical personnel of all types for implementing the plans of economic development, there is a very strong case for State intervention in this field, too. However, the State should achieve these objectives not by an outright subsidy, but by a system of loans under which the individuals as borrowers undertake to repay the State a certain portion of their future earnings after completing their training. Certain technical difficulties might arise in providing adequate loan facilities, but they would not be insuperable.

State support for general education is justified on the ground that it brings benefits of a social nature mentioned above. To attain this objective, the ideal solution for the State will be to compel every parent to provide, in the interest of the community, at least a *minimum* required level of education just as it requires the owners of buildings, factories, restaurants, etc., to maintain some specified minimum standards for the safety of the general public. A child is, thus, somewhat analogous to a building or restaurant, but there is one important difference in the two cases. If the owner of a building or restaurant has no finance to satisfy the minimum standards laid down by the State, he can sell it to the one who can do it—a convenient device that renders government subsidy in such cases unnecessary. To suggest the separation of the children from those parents who are not able to provide them with the minimum of education will be inconsistent with the freedom of the individual in a democratic State, and this constitutes a valid reason for State subsidisation. But this does not justify direct provision of education in the State-managed schools. All that the Government can rightly do will be (*a*) to ensure by legislation that parents provide the minimum required education, and (*b*) subsidisation to reflect the communal value of education to the country as a whole.

The above discussion shows that if State support for general education is indispensable on social grounds, then the communal gain from education is most prominent at the primary and secondary stages and it begins to decline simultaneously with a rise in the level of education. Evidently, the argument for direct provision of higher education by Government has still lesser force than even elementary and secondary education. Subsidisation of higher education, however, is justifiable because the community's interests require these young students to receive further education in order to fulfil the essential pre-requisite of a stable and democratic society. Thus the best form of State intervention seems to be to select meritorious students and subsidise them to reflect the communal value of higher education to the society as a whole.

Outline of a "Free" Higher Education System

Let us now see the pattern of higher education system that will emerge if the general principles and arguments described above are given effect to. Clearly, the main feature of this system would be that educational facilities would be provided by private institutions of all types which could be operated for profit or non-profit purposes, as the case may be. Individuals, as free and responsible citizens of the Democratic Republic will avail themselves of the existing educational facilities from an institution of their own choice and the role of the Government under different heads will be of the following character :

General Education

1. Selection of students who are considered fit for a course which demands encouragement in the national interests. Since the century-old over-emphasis on this type of education has handicapped the country in the solution of its economic problems, it is necessary that the standards of selection are stiff enough to check the indiscriminate rush to the courses of a purely literary character. State subsidisation of these selected students is justifiable because communal interests require these young men to receive further education so that they are able to raise the intellectual level of the community. However, others not selected for this course, will not be prevented from pursuing higher education, but they will not be allowed to enjoy this privilege of *consumer's freedom of choice* at the expense of the general tax-payer. This is reasonable. Why should the Government subsidise students whose aimless academic pursuits are not going to bring benefits to the nation ?

2. Provision of Education Vouchers to the selected students who will have the option to spend the same with any finance they can get from their parents in an institution of their own choice subject to (3). The size of the grant, however, should be uniform all over the country to avoid the problems of migration.

3. Prescribing conditions for the maintenance of minimum standards, but not amounting to interference in the normal academic activities of the institutions of higher education. This will restrict State support to only those institutions which maintain the requisite standards and are alive to the country's interest in general education.

Technical and Professional Education

State intervention in this field will not be in the form of a direct subsidy, but in the form of adequate loan facilities for all those who satisfy some minimum standards and are anxious to undertake technical education of some kind, provided they agree to repay the State a certain portion of their future earnings. Surely, this system of finance will democratise educational opportunities by removing the deep-rooted obstacles to the smooth flow of economic resources to the investment in human beings.

Capital Grants

Under the above system, public expenditure on higher education will reach the institution of higher education through the students in the form of tuition fees. However, the Government will have to participate on an institutional basis so far as the capital grants, say, for buildings, equipment, etc., are concerned. The actual expenditure on this head will vary from year to year and the amount of capital grant for each institution will depend on such factors as their financial needs, the attainments which they already have to their credit, the national purpose they have to fulfil, and the geographical, regional and other factors that may be relevant.

This is obviously a most inadequate summary of the proposed system of financing Indian higher education. However, as this system of finance is based on the sovereignty of the individuals and not of educational institutions, its implementation will require far-reaching changes in the functions of the

University Grants Commission. Since shortage of space prevents me to discuss these issues here, I conclude with the conviction that its adoption will be beneficial in several ways : Firstly, by restricting government participation on an individual basis on the condition that the students join an institution which fulfils the requisite standards, it is sure to foster a spirit of healthy competition among the educational institutions and this will improve the tone of higher education. Secondly, by ensuring that economic obstacles will no more stand in the way of deserving students from receiving higher education, it will make democratisation of educational opportunities a reality. Thirdly, it will remove that string from the public purse which is unfortunately most often used to interfere with the academic autonomy of the universities. Finally, as this system meets the individual demand as well as the interest of the community in educating its citizens for a sound and stable democracy, in my view, this should result in the devotion of 'optimum' level of investment in the provision of higher education.

SMILE A WHILE

Professor of Political Economy : "Who's the Speaker of the House?

Student : "Mother".

Lecturer : "Of course, you all know what the inside of a corpuscle is like".

Chairman : "Most of us do, but you'd better explain it for the benefit of them as have never been inside one"

compulsory national service

COMPULSORY NATIONAL SERVICE by all those who pass the Higher Secondary or the Pre-University examination is likely to become an integral part of our educational system. Ever since the attainment of independence, there has been an increasing recognition of the need for manual and social labour by students for improving the quality of country's manpower; but a practical step in this direction was taken only in 1958 when the Union Ministry of Education formulated a plan for introducing Compulsory National Service by young boys and girls during the period between High School and College. This plan was discussed at the conference of the Education Ministers of the States in August, 1959. Immediately after a committee known as the National Service Committee was constituted with Dr. C. D. Deshmukh as Chairman to prepare the scheme in the light of the views expressed by the Education Ministers. The Ministry of Education is now working out the details for implementing the scheme recommended by the Deshmukh Committee. The scheme which is estimated to cost about Rs. 100 crores during the Third Plan period and to involve from two to three lakhs of boys and girls is obviously of very great significance. It is, therefore, necessary to consider the scheme in relation to its objectives and implications.

Objectives

The scheme as formulated by the Deshmukh Committee has three main objectives: (*a*) The inculcation of military discipline, (*b*) imparting of general education; and (*c*) training of students for National Service. It will enable students to identify themselves with the programmes of national reconstruction and national security. As the programme of national service will be conducted mostly in the villages, it will make students familiar with the life and values of the people in the countryside and thus help in bringing about a renaissance in their fundamental values about the rural life. It will also equip them for taking up work in different aspects of rural areas, where the need for uplift work is very great. It is felt that the scheme will initiate a vital reform in the educational system of the country to the extent its objectives are realised.

Some enthusiastic supporters of the scheme have claimed some more merits for it ; but these claims need to be examined.

It has been said that the compulsory national service will, by adding another year to the Pre-University stage, ensure that chronologically and intellectually mature students enter the portals of the University. The view, that the entry to the University must be looked at from the point of view of 'the public' rather than the parents, would perhaps find favour with one and all. There can be no denying the fact that only such students should be admitted to the college as can benefit from higher education ; but one wonders if for this purpose it is unavoidable or even feasible to interpolate a long period of one year's break in the education of boys and girls—a purpose which can be achieved by enhancing the child's lower age limit of entry to the school or by increasing a year in the length of school education.

Again, in certain quarters it is felt that the scheme will provide a temporary palliative to those who seek some employment. This may not be realisable because the individuals undergoing the course of national service would neither be getting any training or acquiring any skill which will increase

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their earning capability nor receiving any income.

Some Important Considerations

The scheme will prolong a year of studentship for all those who desire to go in for University education. As the economic conditions of an average Indian student do not permit any such prolongations, the scheme is likely to be looked upon with great disfavour by the public. It is, therefore, just possible that the anticipated advantages may not accrue from the scheme. Also, it will make the college education beyond the reach of a greater number of students.

There is hardly any justification for isolating the programme of character training which the scheme aims at from that of education. Character training is an integral part of education and any attempt to isolate the former from the latter will give rise to complications which we may not be able to anticipate at this time. It will give the teachers and others a wrong impression that the character training of the students can be left to the post-school period. Character training is a long process involving so many agencies—home, society, school, friends, etc. The hope that what the student has not learnt in 11 to 12 years of schooling will be learnt by him in a year and that too under a different organisation might turn out to be a false one.

A year's break in the school and college periods will inevitably result in the academic deterioration of students and thus make the work of college teachers more difficult even though the students coming to the colleges would be more mature in age. Students desirous of sitting for some competitive examinations would also be greatly handicapped as they would be out of touch with their studies.

In view of these considerations, it is most vital that the proposed scheme should be suitably modified and an alternative scheme evolved which should, as far as possible, embody the worthy objectives of this scheme and eliminate its defects.

Suggestions

At present we are spending considerable resources and a good deal of time and energy on activities which have more or less parallel aims. There is the National Cadet Corps, the Auxiliary Cadet Corps, the Scouting and Girl Guides Scheme and other such activities for improving the quality of our youth. All these activities can be merged with the National Service Scheme. This will give the schools more time for instruction, physical education, and sports as well as save a good deal of expenditure which is being incurred on the separate establishments of the departments organising these activities. A Committee has already been constituted under the Chairmanship of Pandit H. N. Kunzru for suggesting the co-ordination of the various co-curricular activities. The deliberations of this Committee would be more valuable, if they took into account the introduction of National Service Scheme.

The scheme should be made an integral part of the school system. Its implementation should be the responsibility of the Education Departments of States as it is in the case of the A.C.C. and Scouting.

A separate wing in the Ministry of Education may be set up for looking after the co-ordination and the progress of the scheme in the various States and securing the necessary help from the Ministries of Defence and Community Development.

However, if it is felt that for the efficient running of the scheme it is absolutely necessary to set up a National Board as well as Boards at the State levels as proposed by the Deshmukh Committee, the Constitution of these Boards should be such that the majority of the members of these Boards are educationists so that the educational aims of the scheme do not get lost or confined to merely the physical training of the individuals.

The scheme should be run by teachers and physical education instructors of schools and colleges. This will promote better pupil-teacher relationship and enhance the educative value of the scheme. These teachers may be given suitable training. The staff at present engaged at organising N.C.C., A.C.C., and N.D.S. may also help in this work.

Students should be required to render national service during the vacation period and not after they have finished their schooling. In this way, besides saving the extra year that is proposed to be spent now, they will get the requisite useful training during the years of their adolescence when it is most needed. The scattered summer, autumn, winter and spring vacations which interrupt the school work at intervals should be combined into one span of holidays for three months and each year students from the ninth class onward should spend two months and twenty days at the national service camps leaving three days for the movement to the camp and back home and a week for holidaying. Thus by the time a student passes the higher secondary or equivalent examination, he would have attended the camp for eight months. Under this system even the students leaving the school after the ninth and the tenth classes would have rendered two-and-a-half to five months of national service—a benefit which cannot be had under the proposed scheme. Holding of camps during the vacations will have another advantage also. If at the camping station there is a school, its building can be utilized for camping purposes. Tents will not have to be pitched. Thus it will reduce the enormous expenditure which will otherwise have to be incurred on housing students. If the teacher-pupil ratio at the camps is kept at 1 : 100, then only about thirty-three per cent of the staff employed for the higher secondary department would be required to come on duty each year. In terms of the whole school, and in view of the N.C.C. and other 'external' staff helping, this percentage will be still less. Teachers can take their turn in attending these camps. They may be given some honorarium or earned leave in lieu of this work during the vacation.

The financial burden of the scheme and the sectors from which funds need to be deviated are also to be thought of. As the funds already allocated to education are very meagre and as the advantages of the scheme will accrue to various departments, expenditure on the scheme should be shared equally by the Ministries of Education, Defence and Community Development.

It is hoped that with minor modifications as suggested above, it would be possible to reduce the per capita cost of the scheme besides enhancing its educational value and making it more acceptable to the general public.

Important Announcement

The concessional rate of Re. 1.00 per copy of THE EDUCATION QUARTERLY has been extended for Secondary Schools for the financial year 1960-61 *i. e.* up to the Spring 1961 issue of the journal.

education today

State Education Ministers' Conference

The State Education Ministers' Conference concluded its two-day session at New Delhi on November 5, 1960 under the Chairmanship of Dr. K. L. Shrimali, Union Minister for Education. The Education Ministers of all States except Orissa attended the Conference and made recommendations for introducing compulsory Primary education, improving the pay scales of teachers, promoting national consciousness among students and propagation of Hindi.

Reviewing the progress made so far for launching the programme of expansion in Primary education during the Third Plan period, the Conference recommended that every State should enact a comprehensive and up to date law for the enforcement of compulsory Primary education.

The Conference recommended that the State Governments should take steps to provide all school-less villages with a school so that a definite target to establish a school within easy accessible distance from the home of every child by the end of the Third Plan is achieved.

There was consensus of opinion among the State Education Ministers that the success of the programme for expanding Primary education would largely depend on the additional enrolment of girls and especially upon the progress that would be made in this direction in the comparatively less advanced States. The Conference, therefore, recommended that adequate funds for the special programme in the expansion of the education of girls at all stages should be made available to the States.

The Conference discussed and approved the recommendations made by a sub-committee appointed to examine the question of salaries of teachers. These recommendations were based on the proposals of the Union Education Ministry that the minimum basic salary of trained and untrained Primary teachers should be Rs. 50 and Rs. 40 respectively. It was hoped that the States where the teachers were getting less salaries, would also implement these recommendations.

The Conference recommended that the triple-benefit scheme of provident fund-cum-insurance-cum-pension on the pattern adopted in Madras State should be introduced for Primary teachers in all States and that the children of all Primary teachers should receive free tuition till the end of the High school stage.

All the State Education Ministers underlined the need for promoting national consciousness among students and bringing about their emotional integration with the wider interest of the country. The Conference, therefore, decided to appoint an expert committee to go into this question in detail.

For propagation of Hindi, the Conference recommended that adequate steps should be taken for the establishment of

Hindi Teacher Training colleges in non-Hindi speaking States. It also recommended that the State Governments might make a survey of the existing arrangements for the propagation of Hindi and take steps for improving the existing facilities in collaboration with the Union Government. Efforts to promote both Hindi and regional languages simultaneously in different States were emphasised.

* * *

Primary Education in Bihar

The Government of Bihar have sanctioned the following amounts for the expansion and development of Primary education :

(*a*) Rs. 3,90,000 for the utilization of 3,000 units under the Education Extension Programme for the rural areas.

(*b*) Rs. 78,20,000 for the construction of buildings of 34 Training schools of the State.

(*c*) Rs. 5,000 for the enrolment drive organised to encourage children to get themselves admitted in schools.

(*d*) Rs. 71,500 (non-recurring) for the construction of buildings of Primary schools under the scheme of providing relief to educated unemployed persons.

(*e*) Rs. 30,43,277 towards dearness allowances of Primary and Secondary school teachers out of which Rs. 27,61,029.75 nP. were to be spent for rural area and Rs. 2,82,247.25 nP. for urban area.

(*f*) Rs. 14,30,000 for the construction of the buildings of the Primary and Middle schools.

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Primary Education in West Bengal

West Bengal Government has sanctioned a scheme to appoint music teachers in two selected centres for popularising Rabindra Sangeet to be sung in the correct tone by the students of Basic and Primary schools in the State. Under the scheme, 100 music teachers will be appointed for the purpose. This is a part of the State's programme of the Rabindra Centenary Celebrations.

* * *

New Schools in Delhi

To cater for the growing educational needs at the Higher Secondary stage in Delhi, the Directorate of Education has opened 15 new schools of which six are for boys, six for girls and three co-educational.

In addition to this, two Middle schools have been upgraded to Higher Secondary standard.

These schools provide about 2,400 additional seats in classes VI to IX.

* * *

Teaching of English in Secondary Schools in Gujarat

To improve the standard of English of the pupils of Secondary schools in the State, the Government of Gujarat have intensified the teaching of the language in standards VIII to X of all Secondary schools. English is now being taught for twelve periods out of forty-five per week, instead of eight periods per week that was being done in the past. Further, teaching of English has been made compulsory in these standards. Government have also appointed a committee to examine the present syllabi in English for those classes and to suggest ways and means to improve its standard in schools.

* * *

Minority Language Speaking Children in Bihar Schools

To facilitate admission of children of the minority language-speaking people into schools, the Government of Bihar has passed an order that a separate register should be maintained in every school in which applications for admission received from children speaking minority languages, should be entered. Such applications may be submitted six months before the admission. No such application for admission in any class should be rejected.

The School-authorities should examine such applications two months before the date of admission and should decide whether the number of applications for minority language classes is such as to necessitate the appointment of an extra teacher or not.

If it is found after the last date of admission, that the number of minority language-speaking children is 10 or more than that in any class, or 40 or more than that in the whole school then a teacher for that language, should be appointed. But if it is less, those students should be given the choice to leave the school and join any other if they desired to do so or remain there and continue their studies in the existent medium.

* * *

School Improvement Conference at Vellore

Dr. Rajendra Prasad, President of India, inaugurated the 123rd School Improvement Conference at Vellore (Madras State) on August 12, 1960. Speaking on the occasion, Dr. Prasad stressed the value of the spirit of dedication and service exhibited by the movement. He complimented the State of Madras on its success in this voluntary and non-official programme and help up this movement as an example to be followed by other States. Dr. Prasad added that he valued this work more because children educated in these institutions would be able to translate into practice what they learnt at present—the spirit of working together in a body to help each other.

Donations in cash and kind worth Rs. 13,38,615 were received during the Vellore Conference.

* * *

Improvement of Teaching Science in Delhi

Schools in Delhi were opened this year under a heavy pressure of population under an emergency plan and consequently proper equipment could not be provided in school laboratories. Last year 12 school laboratories were improved at a cost of Rs. 29,700. This year sanction has been accorded for improving the laboratories of 12 schools at a cost of Rs. 54,727.

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School Education in Madhya Pradesh

Under the Second Five-Year Plan the following targets were achieved by Madhya Pradesh during 1960-61 :

(1) 235 Primary schools (Boys and Girls) were upgraded to the status of Higher Secondary schools.

(2) 10 girls' Middle schools were upgraded to the status of Higher Secondary schools.

(3) 55 High schools for boys were converted into Higher Secondary schools.

(4) 80 Middle schools for boys were upgraded to the status of High schools.

(5) Five New Higher Secondary schools for boys were opened.

* * *

Social Education in Assam

In Assam, 261 Adult Literacy Centres—24 for women and 237 for men—were started for a term of four months, commencing from May 1, 1960. On an average 25 adults were admitted in each centre.

Unlike previous years these centres were located strictly in compact areas around the Community Development centres. The timing of the current term from May to August appeared to be a little inconvenient, for towards August the people would be busy in their fields for cultivation. It was, therefore, decided at the meeting of the State Advisory Board for Social Education to start the term from April in future.

As for post-literacy programmes, 3,500 books suitable for neo-literates were distributed to the Adult Literacy Centres and rural libraries during the second quarter of the year.

Besides the bimonthly journal *Janasiksha*, two books for neo-literates were published

for the first time in Garo and Mizo languages and the same were translated into Khasi language for publication in the subsequent term.

Seven hundred and ninety-nine libraries, which received book-grants during 1959-60, were given systematic guidance to organize Social education activities. They were encouraged to form study circles and also to organize Social Education Squads. More than 6,800 copies of books were sent to the District Social Education Officers for distribution to these libraries.

Attempts were also made to put the library movement in the State on a sounder footing.

* * *

Collegiate Education in West Bengal

A new degree college has been started at New Barrackpur, 24-Parganas, under a jointly sponsored scheme of the Union Ministry of Rehabilitation and the State Education Department. The College will mainly cater for the educational needs of displaced students from East Pakistan. The estimated capital expenditure is Rs. 6.98 lakhs.

Another residential college sponsored on the same basis has been started at Narendrapur, 24-Parganas, which will admit only Honours students.

Three-year degree course has been introduced in all the colleges of the State from this academic year.

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Technical Education in West Bengal

West Bengal Government has sanctioned the establishment of five Junior Technical schools at a total non-recurring cost of Rs. 55.40 lakhs at Jalpaiguri, Krishnanagar, Asansol, Hooghly and Kalimpong.

Of the six existing Junior Technical schools, three are being developed according to the Government of India scheme at a total non-recurring cost of Rs. 33.24 lakhs.

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General Engineering Courses in the High School and Intermediate Examinations in U.P.

The Board of High School and Intermediate Education, Uttar Pradesh has introduced Engineering courses in the High school (Technical) and Intermediate (Technical) examinations from July, 1957, in order to prepare efficient and skilled workmen with a background of sound general education. Admissions to the course are made after holding attainment tests to candidates in Mathematics and Science and psychological tests for general intelligence and capacity to visualize and manipulate objects in three dimensions. It is a four-year course with General Engineering at the High school stage (Classes IX and X) branching off into Mechanical Engineering or Electrical Engineering in classes XI and XII.

The Engineering course has been introduced in 10 Government institutions at Meerut, Moradabad, Allahabad, Jhansi, Kanpur, Gyanpur (Varanasi), Deoria, Faizabad, Pilibhit and Lucknow and one non-Government institution at Fatehgarh. It is expected that about 125 boys will be passing Intermediate (Technical) examination in Mechanical or Electrical Engineering from 1961 onwards. The institutions have well-equipped workshops and laboratories with adequate provision for intensive workshop practice and laboratory training, besides good libraries, modern teaching aids, and provision for games and athletics.

At the High school stage, the boys devote weekly 32 periods including 14 practical, out of 48, and at the Intermediate stage 36 periods, including 14 practical, out of 52, to the Engineering and allied subjects.

Moreover, to keep the students in touch with the work and conditions prevailing in the factories, provision has also been made for classes XI and XII to visit different factories regularly. The candidates have to submit detailed and illustrated visit-reports which are assessed at the time of final examination.

This Engineering course is essentially a terminal course preparing for direct

employment. The candidates who are inclined to pursue a graduate course in Engineering may appear at the Intermediate (Science) examination after one year.

* * *

National Seminar on the Training of Primary Teachers

An eight-day National Seminar on the Training of Primary Teachers was inaugurated on October 3, 1960 by Dr. K. L. Shrimali, Union Minister for Education, at New Delhi. Representatives of the States and the Union Ministry of Education participated in the Seminar.

The Seminar, the first of its kind, considered detailed reports prepared by the Union Ministry of Education on the status, selection, recruitment, remuneration and other service conditions of Primary teachers in every State. Proposals for the expansion of training facilities in the different States were also discussed.

Problems pertaining to the content of training, equipment, incentives for bringing in more women teachers, reduction of wastage and orientation of school teachers in community development also came up for discussion.

* * *

Fourth Conference of Indian Commission for Unesco

The Fourth Conference of the Indian National Commission for Cooperation with Unesco concluded its two-day session at New Delhi on October 26, 1960 under the Chairmanship of Dr. K. L. Shrimali, Union Minister for Education. The Conference approved the composition of the Indian Delegation to the 11th General Conference beginning in Paris on November 14, 1960.

The Commission also approved the resolution to be sponsored by the Indian Delegation at the Unesco Conference. These resolutions emphasise : decentralisation of the programme activities and operations of Unesco; active collaboration of the National Commission with the programme, resolutions and work-plans adopted by the General Conference; higher priority to the establishment of new institutions and agencies for furthering international cooperation in all fields of Unesco; and, constitution of the permanent secretariat of the organisation as a body more fully representative of all the great cultures and important regions of the world.

To make the National Commission more effective and broad-based, it was decided that instead of the present three Sub-Commissions on Education, Science and Culture, there should be five Sub-Commissions, conforming to the principal areas of Unesco's programmes : (*a*) Education, (*b*) Natural Sciences, (*c*) Social Sciences, (*d*) Cultural Activities, and (*e*) Mass Communication.

Considering the huge magnitude of the 20-year programme drawn up at the Karachi meeting of the Asian Member-States for the introduction of universal, free and compulsory Primary education in Asia, the Indian Delegation will urge that the Unesco programmes for compulsory Primary education in Asia should be sanctioned for a period of 20 years ; the funds allocated to the programme should be substantially increased, and a Regional Training Centre for Teacher-Educators should be included in the programme for 1961-62.

The other points which the Indian Delegation will stress include : asking for the allotment of more adequate resources for the development of Unesco's Major Project on the Mutual Appreciation of Eastern and Western Cultural Values; adequate financial and technical assistance to the under-developed countries to develop and improve programmes for science teaching at the Secondary school level; utilisation of the National Commissions in promoting the work of Unesco in the respective countries; cheap production of scientific and technical books in the under-developed

countries; and investigation into the problem of Higher education for rural communities in economically under-developed countries with view to formulating programme for the furtherance of Higher education in the rural areas of such countries.

THE FOREIGN SCENE

African Educators Discuss Problems

Educators from 19 countries and territories of Africa, including six newly-independent nations, met recently in Uganda to discuss basic problems of African education.

In three formal meetings and several informal ones, they discussed the ways of improving "East-West" understanding, revising school health programme, strengthening teacher organizations, and other aspects of African education.

About 90 persons participated in the meetings of the African Regional Conference sponsored by the World Confederation of Organizations of the Teaching Profession.

In discussing "East-West" understanding the Conference suggested that "the best solution for Africa lies in the integration of the best in African, Asian and European cultures"

Various aspects of child health, relating not only to the person of the pupil but also to his environment, school, home and playing field were studied by three discussion-groups after consideration of a synthesis prepared by the WCOTP Secretariat and of comments made by experts on this subject. The groups urged that precautions be taken by the employing agency, the government and the community to ensure continued good health of the teacher by reducing hazards, overwork and other debilitating factors.

In discussing teacher-organization, it was pointed out that lack of unity weakens negotiating power and slows down the progress and development of general education. "Forces causing disunity cannot and should not be tolerated at any level or in any situation. The educational field should be regarded as a composite unit in itself, with pupils passing from one stage to another."

The Conference urged upon the teacher-organizations in Africa to take part in seminars and other projects designed to provide training for their organizational personnel. It requested WCOTP to undertake in collaboration with Unesco, a survey of the status of the teaching profession in Africa.

An informal meeting on Adult education recommended greater governmental expenditures on housing, roads, water supply and sewage disposal as a means of improving the health of students and adults; that radio sets be produced more cheaply; and that more effective use be made of radio programmes for Adult education.

A similar meeting on Physical education, health and recreation urged that teachers in Primary schools be given in-service training in health education; that programmes be adapted to suit individual physiques and cultural background; that at least one African centre on the professional level be established to train African Physical education specialists.

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New Scheme for Agricultural Education in U.K.

A comprehensive plan covering agricultural education in technical colleges and farm institutes was announced this summer by the Minister of Education, U.K., who has endorsed proposals put forward by the Advisory Sub-Committee on Agricultural Education. This Committee has been considering the report (published in December, 1958) of the De La Warr Committee which undertook a comprehensive review of the provision of education in the agricultural industry. The Advisory Sub-Committee's report

and its recommendations, have been fully accepted by the Government. These include:

1. A widely ranging programme of education, including both part-time and full-time study, for the school-leaver intending to enter the agricultural industry.
2. The extension of facilities for further education in agricultural subjects, in order that students with varying abilities and education may profit from these facilities.
3. Progressive syllabuses and courses of study which will enable students to go on from one level of achievement to another.

The Ministries of Agriculture and Education are both concerned that more facilities should be available for part-time courses, as these provide the only practical answer when a young worker cannot be spared from the farm for a full-time course or needs further education before qualifying for admission to a full-time course.

The organisation of education for agriculture below the level of agricultural colleges and universities will be the duty of local education authorities, but the Committee has stressed the need for close co-operation and consultation with the local farming interests in order that local needs and circumstances are met. The farmers in turn are urged to accept their share of responsibility for practical training and to release their young workers for part-time courses.

The local education authorities will also be responsible for providing the necessary teaching accommodation. Existing facilities (farm institutes, technical colleges, country farms or other establishments) will be used, and in some cases new buildings may be provided.

This plan, which has the full support of the National Farms' Union, will greatly increase the opportunities for young agricultural employees to obtain systematic education and training, and both the farmer and the agricultural industry as a whole will benefit as these opportunities are availed of.

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Educational Society in the U.S.S.R.

An "Educational Society of the USSR" has recently been founded in Moscow. It is a voluntary association attached to the Central Committee of the Teaching Trade Union, open to all teachers at all levels and comprising specialised sections: didactic, theory and methods of communist education, pre-Primary education, home education, school administration, "defectology", educational training, etc. Among the objectives of the association, both at national and international levels, participation in educational congresses and conferences and establishing contacts with similar institutions in other countries figure notably.

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Education in Japan

According to a White Paper recently published by the Japanese Ministry of Education, the illiteracy rate in Japan is from two to three per cent which places this country roughly on the same level as the United Kingdom and the United States. However, the length of schooling a Japanese receives, is shorter: 30 per cent of the children attend school for more than nine years (50 per cent in the United States), and only 6 per cent attend for more than thirteen years. With regard to school attendance (99.8%) Japan is on the same level as the United Kingdom, the United States, the German Federal Republic and France. Some 53 per cent of those who have finished compulsory education proceed to upper Secondary schools at present. The total number of students in universities and Higher education institutes has more than trebled since the war; in the case of women students, their number has increased more than sevenfold. The average number of pupils per classroom in Primary schools is 44 at present. In 1959,

it was estimated that the number of needed classrooms in Primary schools totalled 15,000 and as many as 4,200 were needed in Secondary schools. To cope with the situation, the Japanese Ministry of Education has drafted a five-year plan to increase classrooms in public schools by 1963 and to eliminate the shortage.

* * *

Shortage of Secondary Teachers in Turkey

Shortage of Secondary school teachers is a serious problem in Turkey as 3,500 teachers in the country do not possess the required qualifications. To overcome this shortage, doctors, engineers or civil servants have been engaged, who devote five to six hours a week to Secondary teaching. Pamphlets on education and method have been distributed by the Turkish Ministry of Education to help these teachers who have not received any professional training. The Ministry also runs summer courses and seminars for university graduates, particularly married women wishing to teach in Secondary schools. After completing these courses, candidates take examinations which qualify them to teach.

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Twenty-Third International Conference on Public Education

The Twenty-third International Conference on Public Education, jointly organised by Unesco and the International Bureau of Education was held in Geneva from 6th to 15th July this year. The Conference adopted two Recommendations (Nos. 50 and 51) dealing respectively with the preparation and issuing of general Secondary school curricula, and the organisation of special education for mentally handicapped children.

The first recommendation comprises 43 clauses grouped under seven headings: General Principles Governing the Preparation of Curricula; Principles Relating to the Structure of Education; Principles Relating to the Content of Syllabus; Drafting Procedure; Issuing Procedure; Application; and International Aspects of the Problem. Some excerpts from the Recommendation are reproduced below.

When drawing up general Secondary school curricula, the following points must be taken into consideration: (*a*) the various aims assigned to this type of education; (*b*) its structure, whether uniform in character or organised in stages and divisions; (*c*) the relative importance to be given to each subject or group of subjects; (*d*) the environment in which the pupils live and receive their education; (*e*) the pupils' capacity for assimilation and the needs and interests of their ages and sex.

A proper balance should be maintained in the relative importance given in curricula and syllabuses to such things as the pupil's intellectual, moral, social, manual, physical and aesthetic education, in order to insure the complete and harmonious development of the individual child.

To achieve this balance, it is desirable to bear in mind when drawing up curricula, the varied contribution which each subject can make not only to the pupil's store of factual knowledge, but also to the development of his personality and to his attitude to the world around him.

Syllabuses should be divided up into years of study, taking into account the appropriate objectives for each grade, the abilities, achievements and interests of pupils of various ages, and the actual time available for instruction.

To avoid over-loading of curriculum, the introduction of new subject-matter into the curriculum should be offset by the removal of other matter which has become of less importance, and syllabuses should offer a selection of essential topics rather than an accumulation of material.

The preparation of curricula for general Secondary education should be the work of specialised bodies on which teachers should always be represented.

When syllabuses are prepared by groups of specialists it is desirable to ensure the coordination of these different groups.

In order to link the school more closely with its cultural, social and economic environment, it is advisable that the parents and representatives of the different bodies which for various reasons are interested in general Secondary education should have the opportunity of expressing their views on the curriculum.

Authorities responsible for the preparation of curricula should allow for a period of investigation, bearing, among other things, on (*a*) children's characteristics and rate of development at an age affected by the problems of adolescence; (*b*) significant scientific progress in the various fields covered by the subjects taught; (*c*) up to date information provided by both general and special didactics; (*d*) the scientific and educational training of the teachers involved; (*e*) current trends in the cultural, social and economic fields; (*f*) comparative studies of the syllabuses used in other countries; (*g*) the results of experiments carried out in this connection either within the country or abroad.

Before curricula are finally accepted, they should, if possible, be tried out under expert supervision either in experimental schools or in carefully selected ordinary schools; in any case they should be introduced gradually to facilitate such modification as may prove necessary.

It is desirable that syllabuses should be considered as a guide and a concrete aid rather than as a rigid set of regulations excluding due adaptation and reasonable liberty for the teacher.

The second recommendation concerning the "Organisation of Special Education for Mentally Handicapped Children" consists of 41 clauses grouped under eight headings : Identification; Compulsory Schooling; Administration and Inspection; Special Education System; Programmes and Methods of Education; Vocational Training and Post-School Care; Staff; International Cooperation. Here are some excerpts from the Recommendation.

It is essential that wherever circumstances permit, the identification of mentally handicapped children should be carried out at the very beginning of the schooling period, and if possible even before they attend school.

To this end it is important that techniques of observation and psychological measurement on the one hand, and the methods of diagnosis available to the various specialists on the other hand, should be improved in order that identification may be as objective as possible, so avoiding, among other things, confusion between children with true mental limitation and those whose deficiency is merely apparent.

All educable mentally handicapped children have the same right to education as other children; it follows therefore that the education authorities have an imperative duty to provide for them an education suited to their needs.

In countries where the extent of special education justifies it, it is useful to institute a specialized branch of the education service to contribtue to the development of education for all categories of handicapped children, particularly by coordinating efforts made in this field.

In view of the diversity of forms of mental deficiency and the particular circumstances of each case, it is important to provide various kinds of classes and establishments, thus enabling education to be differentiated.

It is necessary to avoid as far as possible the complete separation of the mentally handicapped child from his environment, and, in particular, from more gifted children, though he should not be made to compete with them in fields in which he will prove inferior; for this reason, it is desirable to open special classes in ordinary schools.

Instruction should be highly individual, so that it may be adapted to the particular abilities, needs and pace of each child; it should also allow for group activities, whether work or play, in order to develop the pupils' social sense.

Stress should be laid on the following in the education of the mentally handicapped children : speech therapy; play, physical and rhythmical education, music and choral singing, drawing and the visual arts; handicrafts. Collaboration between the school and the family is particularly necessary.

Post-school care is indispensable for mentally handicapped children and services providing such care should be extended both on the official and the private planes.

Special education demands from both teachers and educators qualities of self-sacrifice, patience and tact without which specialised training, however thorough, cannot bear fruit.

The salaries of teachers and supervisors should adequately reflect the difficulty of their task and any additional training they may have received.

Indian Journal of Educational Administration and Research

The Ministry of Education, Government of India, has started this journal recently. It is published quarterly and presents information and contemporary articles of opinion on educational administration and research. It also provides light and interesting material on the subject.

The inaugural (Summer 1960) and the Autumn 1960 issues are out. Price : Rs. 2 per copy. Annual subscription Rs. 6. Editorial enquiries may be addressed to :

The Editor,
Indian Journal of Educational Administration and Research,
Research & Publications Division, 'M' Block,
Ministry of Education, Government of India,
NEW DELHI

book reviews

The Writer and His World, by *Charles Morgan*; Published by Macmillan & Co.; 1960; price 21 sh. net.

This is a collection of Charles Morgan's speeches and essays which we owe to the piety of his literary executors and publishers. They were delivered and written over a period of twenty-five years but one can see the connecting thread which runs through them.

One always likes to know from the horse's mouth what a writer makes of his world and the testament of faith of a man of Morgan's quality is bound to be well worth study. Morgan was a writer who took himself and his work seriously. He had very definite views as to a writer's responsibilities. To know clearly what he had to say and to say it clearly was a writer's prime duty. Morgan himself hated to talk above the heads of his audience or, as he puts it, to be 'above the battle'. Not to be lucid was to sin against the light.

His 'high seriousness' naturally made him rate the writer's independence very high. It was a treasure which had to be guarded with eyes of fire and fangs of flame. It was subject to assault from all sides and he warns would-be writers to be perpetually on their guard against current catchwords minted by authoritarian forces of every kind. He has a rooted faith in fiction (of which he himself was no mean practitioner) and held that "it is one of the functions of story-telling to unfreeze the imaginative stream, to enable it flow again"—an injunction which is axiomatic but not always sufficiently laid to heart.

Morgan's precept—and practice—can be summed up in one word—sincerity—a quality of mind which will save the writer from the pitfalls which beset his path. To sincerity, add serenity (not always easy to achieve), and your work will gain in grace, dignity and permanent value.

This quality of sincerity was a feature of Trollope's work. Trollope, after having been cold-shouldered for some time, is coming into his own again. Trollope, Morgan reminds us, knew his limitations, but within his limits, he was sound. He had the tradesman's mentality (which was a good stick in the hands of his detractors to beat him with) and loved to make a lot of money (there was no reason why he shouldn't) and made it. However, he earned every penny of it and enjoyed his mounting success, which he had every right to do.

Morgan had no illusions about the difficulties of the writer's art. It is a hard apprenticeship which every writer has to serve and Morgan knew, as every writer knows, the amount of elbow-grease which goes into any worthwhile work.

Charles Morgan had a sensitive mind and we see it in this collections of essays and addresses. Unhumorous in grain, he

had a gentle temperament and he allowed his eye to roam expertly over the moves, moods and attitudes of contemporary man. He reacted to them in the way we would have done, only he was more alert but not palpably or patronisingly so. To those who are familiar with his writings, this collection will give nothing but pleasure and will bring back before their minds a personality who was wise and gracious and possessed a sympathetic insight.

K. NAGARAJAN

Financing Higher Education—1960-70, Edited by *Dexter M. Keezer;* Published by McGraw-Hill Book Company, Inc., New York; 1959; pp. 304; price $ 2.

This book is the outcome of an intensive study of the complex problems of financing higher education in the United States of America in the decade ending in 1970. It consists of twelve papers written by twelve of the country's prominent educators on different aspects of the problems of higher education. Its chief aim is to find a way out for the ever growing demands on higher education in America. The papers were discussed in a twelve-day seminar, which enabled the writers to exchange ideas and findings not merely among themselves but also with other distinguished educationists, economists, journalists, industrialists and businessmen who were assembled together with the cooperation of the Merill Center for Economics of Amherst College. Quite appropriately, the McGraw-Hill Book Company have published the papers based on such intensive thinking and discussion to mark their fiftieth anniversary of the study of Economics of higher education in the U.S.A.

The papers dealing with such diverse subjects as 'An Economist's Over View of Higher Education', 'The Role of Research in Economics of Universities', 'Long Range Planning : A case Study', 'The Role of Student Charges', etc., written by experts in each field are not independent dissertations but are related to one another. Each subsequent paper, for example, gives a gist of some of the specific issues dealt with in the earlier ones which have particular relevance on the subjects discussed later.

With the prospect of the total enrolment in colleges and universities rising from 3.5 million in 1958-59 to 6.4 million by 1970 and the annual expenditure on higher education rising from the present figure of $ 4 billion to about $ 10 billion in course of ten years, the problem is admittedly colossal. But American thought and organization are prepared to face the issue. The book under review written by twelve eminent persons actively connected with teaching, research, educational administration, education trusts and with public and private enterprises is an extraordinary collaboration which shows the determination of the American intelligentsia to find a solution for all probable and possible eventualities. Recent reviews of certain other American publication in THE EDUCATION QUARTERLY, namely, "Autonomy of Public Colleges: the Challenge of Co-ordination" by Lyman A. Glenny and "The Issues in University Education" edited by Charles Frankel, show how the educationists and educational organizations in America are fully alive to their responsibilities and are preparing to meet the challenge of the times.

The present work has the distinction of being a close and minute study of the key phases of the financing of higher education in the States. The possibilities of help from federal, state and industrial sectors have all been envisaged. Each method of financial assistance has been subjected to searching and meticulous exploration. There is happily the optimistic note that the possibility of the successful financing of higher education in the U.S.A. is indeed a very formidable, but by no means an impossible, undertaking.

Incidentally, it may be mentioned that the paper under the title "Potentialities of Educational Establishments outside the

Conventional Structure of Higher Education" by Professor Harold F. Clark gives an interesting and informative description of how business and industrial organizations and the military establishments in America are helping to further research and development of education by setting up a system that rivals in size and complexity the system of higher education in colleges and universities. Business and industry are, in fact, using as many scientists and engineers in research and development as the colleges and universities are using staff for all purposes. Similarly, the defence department of the U.S.A. provides facilities for critical research in subjects like electronics, radar, jet-engine, weapons system, fire control and missile training and various other fields including psychological problems, medical services, etc. Even apart from the expenditure on research by the military establishment, the research and education budgets of many of the business and industrial companies are far larger than the total expenditure of any of the universities in America for all their purposes.

The book deserves careful study by those who have to plan the future financing of higher education in India.

SUKUMAR BHATTACHARYA

Our Children's Education, by *John Armitage;* Published by Pall Mall Press, London; 1960; pp. 96; price 9 sh. 6d.

John Armitage in his book *Our Children's Education* gives a fascinating account of the English educational system and how it compares with its counterparts in America and Russia. Using the device of letters written to an American friend, he relates humorously yet vividly the main facts about the growth of different types of schools and universities in England. Having been in daily touch with the academic and educational sphere of his country since 1948 when he was Chairman of the education advisory committee of the Liberal party, the author deals with the educational problems that face parents and educators alike in a most logical and convincing manner that will appeal to the students of education in India.

Do we need good Primary schools where there is "movement, life, interest and learning" and where teachers have a sense of vocation and a love of little children? Can we have normal schools attached to High schools wherein matriculates could be trained to become Primary school teachers? Does our system of education provide for sifting suitable talent for different professions—academic, services, technical, commercial, agricultural—at the right age? What is our attitude to public/independent schools? Should they continue to be places wherein education can be bought as any other commodity by the rich alone without their being accused of developing a two-nation theory in the long run? Or is it possible to give a large number of scholarships to all the deserving talent to receive the benefit of good education in such institutions aiming to produce men of integrity and character without snatching in any way their independence from State control? Have we a system of selection that restricts admission to particular types of institutions and universities of the really deserving, who come with a thirst for knowledge and high ideals of conduct? How should we assess a boy's work at the Secondary stage level? Do we prefer external examinations to internal assessment? Such are the thought-provoking questions that the reader is likely to ask himself when he goes through this book. He would also at the same time be prompted to find suitable solutions to these knotty problems.

There are a few points raised in the book which one may not easily accept. It is not understood why 10 per cent of the children of school going age can benefit by academic education in grammar schools and only 5 per cent out of these from the universities. When it is not possible to judge aptitude at the young age of 11 plus, how far is it fair to subject 80 per cent of children to an inferiority complex simply because the

grammar schools offer only 20 per cent places. There seems little justification for converting Primary schools into cramming establishments, a tendency resulting from the eleven plus test. The scheme sponsored by the educational authorities of Leicestershire to educate all boys in High schools up to the age of 14 appears a sound one and may commend itself to other L.E.A.'s in England.

What strikes one most is the approach to education in England. English education like the English constitution is elastic and flexible. Education in England is the Government charge and yet the best schools are private and independent. The State's function is "to make the outline plan and promote the education and progressive development of educational institutions for providing a varied and comprehensive service in every area." Thus we find that all types of schools—public, grammar, technical and Secondary Modern—State and independent—flourish to serve the cause of English education. The different types of schools, however, are not competitive—they are rather complementary to one another.

DIN DAYAL

Changing Images of America—A study of Indian Students' Perceptions, by *George V. Coelho;* Published by Asia Publishing House, Bombay; 1959; price Rs. 11.50

Over thirty thousand foreign students are studying in the United States of America. In addition to acquiring professional knowledge and skill, they are developing an appreciation of the American way of life and perhaps lasting ties of friendship. Almost every country in the modern world is developing exchange-of-persons programmes. As in some other walks of international life, the U.S.A. is the pioneer of these exchange programmes. The student going abroad represents a unique type of visitor in a foreign land. He enjoys a better status than the tourist, the diplomat or the businessman in so far as he has more 'opportunities' for coming close to the host people.

Dr. Coelho has carried on a very useful investigation in studying the reaction of Indian students in the U.S.A. The study throws light on the various aspects of acculturation of students. The title of the book aptly describes the 'changing images'. The new comer in the U.S.A. is dazed by the pattern of life! He is amazed at the glories of democratic freedom. First there is the initial flush of enthusiasm, appreciation and goodwill. Then there are cases of extreme bitterness, disillusion and disappointment. And finally if the student happens to stay long enough he acquires a balanced and objective viewpoint with regard to all the strengths and weaknesses of the American way of life. He also indulges in an objective and comparative assessment of Indian and American cultures.

Dr. Coelho's study refutes the naive notion that if foreigners come to the U.S.A. they will adopt American attitudes. The only Indian students whom Dr. Coelho found inclined to the American way of life were those who had stayed for a long time and were hoping to settle down in the U.S.A. But curiously enough, in such cases, their understanding of their own culture was found rapidly vanishing. It is noteworthy that having acquired the maximum value from their stay and study in the U.S.A., the students who were returning to India acquired objectivity and not conversion. After about three years' stay they acquired a detached outlook on life and were able, on the one hand, to appreciate their own culture more critically and on the other, to understand the culture of their host country better but their values were not shaken.

There have been several studies of this type. Three of them are quite well-known and must be mentioned here because they complement the study of Dr. Coelho. They are "Western Educated Man in India" by Useem; "American Images of India and China" by Harold Isaacs; and a study by Professor Kaliprasad, Vice-Chancellor,

Lucknow University, who has investigated the reaction and attitudes of a group of students who never left home. Dr. Coelho has studied the reaction and images of four groups of Indian students. They were divided into groups on the basis of the length of their stay in the U.S.A.—the range covers a stay of one week or less to over four years. One of the findings by Dr. Coelho's research is that a stay of three years will show a substantial gain if one were to judge the results of foreign education by the student's attainment of understanding and wisdom of the host's culture rather than by the degree of his liking for the host. Therefore as a practical matter, one-year exchange programme for students should be replaced by two or three years' exchange programme.

Another significant finding of Dr. Coelho's study is that after a stay of four years the student begins to lose his role of cultural ambassador. When the student first arrives, he talks politics and imagines himself as a cultural ambassador. After sometime, he perceives the fullness of life and talks more of religion, education and social customs. He begins to substitute his personal and professional problems for concern with America and India.

There can be no better appreciation of the contribution of Dr. Coelho than the words of Dr. Gordon D. Allport in his Foreword for *Changing Images of America*—"This little book pushes forward the frontiers of modern social science. By using imaginative evaluational procedures it tells us what gains we may and may not expect from one phase of our exchange-of-persons programmes. If the results are not altogether rosy, they are at least realistic. And it is on the grounds of realism that all our international policies should be formed. Here then is one more significant contribution on contemporary social science towards making firm and sensible our dealings with people of other nations."

G. CHAURASIA

Introduction to Counselling, by *E. L. Tolbert*; Published by McGraw-Hill Book Company, Inc., New York; 1959; p. 322, price $ 5.95.

Introduction to Counselling is just another book on the popular theme of counselling. In the preface of the text, the author describes the way in which counselling is regarded as an indispensable pupil service in the present day educational system. The very fact that effective education must meet the needs and interests of the pupils and the society alike, has created a greater demand for counselling in schools and colleges.

The organisation of the book is in terms of the developmental tasks of the counselling process itself, namely, the nature, operation and evaluation of counselling. In the early chapters, the author attempts to draw together and organise the basic theories and hypotheses, and concepts of counselling. Then he focusses his attention on the first and second steps in counselling, *i.e.*, the study of the individual and occupational opportunities respectively. Throughout the book, counselling is viewed as the main service of the guidance programme with all other services supporting it in its process of helping individuals. The functions of collecting important and relevant information about the individuals and the occupational opportunities, and of placement and follow-up services are thus seen as being planned to make the counselling adequate and effective. There are several problems that are peculiar to counselling in schools. The book applies to all types of problems—educational, vocational and social. Finally, evaluation is made with regard to the outcomes of counselling, relating these to the total educative process. The above are the significant features of the volume which make it a valuable contribution to the counselling practice and theory.

To provide material for further study the author has prepared a long bibliography at the end of the book, and throughout the book references have been made, where necessary. Each chapter includes appro-

priate illustrated materials of counselling case to enable the reader to understand and feel the practical touch to theoretical principles, and to develop counselling competancy. At the end of each chapter are the 'Summary', 'Checks on Understanding', and 'Things to Do' for better review of and class discussion on the content of the book.

The author, being actively engaged in counselling work, has based the work upon a thorough knowledge of all counselling literature and important researches in the field.

Though the book is primarily intended for Secondary school educators, it may be equally useful for the students who are taking a beginning course in guidance and counselling, either as a part of teacher education programme or as an introduction to the in-service teachers in the field who are concerned with developing and improving an effective counselling programme. The book is so designed that students of education, teachers and even administrators may get an over-all view of counselling and at the same time get an opportunity "to explore the counselling field as a possible area of educational specialization". Further, all persons who are concerned with personality in its developmental aspects either from preventive or remedial side may also find this volume very beneficial, for it presents a well-conceived methodology of counselling.

SUNITEE DUTT

A Practical Introduction to Measurement and Evaluation, by *H. H. Remmers, N. L. Gage* and *T. F., Rummel;* Published by Harper and Brothers, New York; 1960; pp. xiii +370; price $ 4.75.

The volume under review is intended for the classroom teacher, administrator and student-teacher in the United States. Its chief merit lies in the comprehensive interpretation of the term evaluation. It includes in its purview evaluation for scholastic aptitude, achievement, special abilities, interests, attitudes, health and physical status, home and family relationships, emotional and social experience and work experience. It familiarises the reader with a wide variety of tools for evaluation, *e.g.,* measures of intelligence, achievement and the other aspects just mentioned. In doing this, however, it runs into its main difficulty. The treatment in a large number of cases has, of necessity, to be summary. The kind of introductory survey which this book thus becomes tends to leave room for a great deal of other reading or experience for achieving practical mastery with the exception, of course, of one or two matters to be mentioned presently. To say this is not to decry the utility of a survey of this kind. The classroom teacher, or the administrator, for that matter, is perhaps expected to know what a good evaluation programme should consist of rather than be capable of constructing good instruments of all kinds themselves. His business lies in an intelligent use of tools, in knowing where to look for expert assistance. This the book largely succeeds in doing. It also treats statistical concepts and procedures which the teachers (and administrator) should find useful in understanding test literature and using it.

In line with the general purposes of the book, considerable space (71 pages) has been devoted to the construction of teacher-made tests. The age-old controversy on essay and short answer type tests is dealt with. Some good suggestions on the mechanics of test construction, *viz.,* writing good essay type as well as the various kinds of objective test items are given. This is good as far as it goes. But, as those connected with the reform of examinations in our country are well aware, the *content* of questions, and not merely their form, deserves much more attention than it has so far received. One would wish that the clarity and care which characterised the exposition of the different types of objectives of instruction, *viz.,* knowledge, understanding, application of principles, interpretation of data etc. in chapter 7 (Identification of Educa-

tional Objectives) were also visible in dealing with test items. Unfortunately the book does not attend to the important business of constructing test items (*i.e.*, writing objective or essay type questions) corresponding to the various objectives listed. One misses, too, a discussion of the uses to which a teacher can and should put the responses on test items.

The book is well edited and clearly written complete with summaries at the beginning of each chapter, very specific and detailed suggestions for further reading at the close, appendices containing lists of publishers of test materials and a glossary of common terms in the field of measurement. Useful as it might prove to the practising American teacher, its utility in this country is likely to be limited. The student of measurement or evaluation at the bachelor's or master's level will miss details over the very wide field covered and the practising teacher tips on the one aspect of evaluation which can under the best of circumstances concern him in this country, *viz.*, testing for specific objectives particularly objectives other than knowledge. Libraries might do well to possess a copy all the same.

SNEHLATA SHUKLA

Comparative Education, by *Dr. L. Mukherjee;* Published by Kitab Mahal, Allahabad; 1959; price Rs. 7.50.

The two hundred and eighty pages of this book are packed with enormous information about education in the U.K., the British Commonwealth, the U.S.A., Central and South America, Northern and Western Europe, Mediterranean Lands and Central Europe, the U.S.S.R., Southern and Eastern Asia. The reader has before him a vast store of information about every country under the sun, ranging from the biggest to the smallest. Quite a few readers would become breathless in counting the countries enumerated in the book. The scholarly type of reader may have a feeling of disappointment and even of irritation because the author does not delve deep into the problems. The author presents a vast panorama of the educational world but keeps the reader on the surface. Imagine the plight of a swimmer in only knee-deep waters!

But the purpose of the author is to write a textbook for B.Ed. students. Perhaps the author's claim in the sub-title of the book "For Students and Educationists" is open to question unless, of course, we have different connotations of the term "educationist". Anyway, the present book is useful for B.Ed. students everywhere from the academic angle. If the B.Ed. student reads the book carefully he would have at his command numerous facts about the system of education in various countries. But there is a snag. In most Indian universities the B.Ed. syllabus does not prescribe a comparative study of so many countries. They include only two or three countries—the U.K., the U.S.A. and the U.S.S.R. The more respectable professors in Training colleges in India find it *infra dig* to discuss educational systems of small countries in small classes of B.Ed. students ! And, believe me, the hardest thing in India today is to persuade any student at any level to read something not prescribed in the syllabus!!

It is gatifying that the book comes from a Professor of Education having long experience of teaching the subject at the university. His experience is enriched by his recent travels in the U.S.A., the U.K., France and Scandinavia and his valuable contacts with leading educationalists at Harvard, Chicago, Minnesota, Wisconsin, London, Birmingham, Manchester, Edinburgh, St. Andrews, Paris and Copenhagen Universities. There is thus no doubt that Dr. Mukherjee is quite competent to handle the subject of comparative education. Unfortunately, the author is not quite sound in his thesis stated in the Preface—"There are some excellent books on comparative education written by American or British authors, but they are not quite suitable to our students...... (because) they are meant for the students of those lands, ...with the rapidly changing pattern of

education, they cannot keep pace with modern trends,......they do not always give the historical factors out of which the present practice has evolved." Any reader who has the patience to examine the three well-known classics on comparative education written by Sandiford, Nicholas Hans and I. L. Kandel, would readily agree that all the three statements made above are baseless. Nobody can write a good book on comparative education only for the students and readers of his country. It is true that because of his personal knowledge, the author would appear more convincing when speaking of his own country and would succeed in providing better insight and understanding of his own system of education. But in the year 1959 nobody can write a book on comparative education only for his countrymen. To justify the name, a good book on comparative education should be useful to readers and students of all the countries dealt with in the book.

The author says in his Preface, "An attempt has been made to trace the present system from historical traditions and the guiding philosophy of the respective countries which has been described as impartially as is perhaps humanly possible....If it serves the purpose of giving its readers a wider outlook of the educational practices of other lands, as well as in creating an insight into the historical forces that have created them, the author's labours will be amply rewarded." A discerning reader meets with disappointment if he tries to justify these claims of the author. The descriptions in the book are so sketchy and disconnected that there is hardly any chance of the author's hopes being fulfilled. The author should have been more judicious in writing the Preface. It is very annoying to come across a list of reference books and questions and exercises after every six to ten pages. It would have been better to give the reference books and exercises at the end of every chapter. The book is full of printing errors. Let us hope the Printer's Devil would be more kind to the readers in the next edition of the book.

All said and done, it must be admitted that *Comparative Education* is a praiseworthy attempt in a field of education that is growing exceedingly important for international peace and goodwill. It should be studied by B.Ed. and M.Ed. students all over the country.

G. CHAURASIA

British Education in Africa, by *R. J. Mason;* Published by Oxford University Press; London; 1959.

In a short compass of 150 pages, the author has been able to discuss all the problems facing the authorities in the present or former British colonies in Africa on the educational front.

In Chapter I, the author discusses the various concepts and objects of education. In Chapter II, he gives a complete description of the educational system as it exists in Britain today. In Chapters III, IV, V, VI and VII, the problems of education in Africa are discussed. In the final Chapter, the author discusses the present and the future policies to be followed in Africa.

The reviewer feels that this book can be best reviewed if the concept of the 'Take Off' can be applied to education policy. The 'Take Off' stage has arrived for a country if the following conditions are present :—

(1) The level of economic organisation is such that a major proportion of the economic resources of the area are utilised in the production of goods and services,

(2) The national income of the country has risen to such a level that only a relatively small proportion needs to be used for the purpose of education,

(3) The organisation of economy has reached a stage where it can afford to dispense with the labour of that section of population which is below the age of 14 in

the production of goods and services,

(4) A sufficient number of teacher training institutions are in operation, *and*

(5) Buildings and plant for the purpose of schools exist to a reasonable extent.

Once the 'Take Off' stage has arrived, further development in the field of education would be in the nature of self-growth and the State need not worry too much on this score.

Judged in this context of the 'Take Off' stage, Britain had partially arrived about the year 1830 and since that year the growth in the number of schools, teacher training institutions, universities, etc. has been considerable. Applying the same concept, it would appear that no present or former colony in Africa has arrived at the 'Take Off' stage. Here in India also we have not arrived at the 'Take Off' stage. The other day when Dr. Shrimali, the Minister of Education, declared in Parliament that it would not be possible at the present stage to provide college education for everybody who sought admission, there were angry protests. The Minister was, however, only describing a situation in the country as it is and it cannot be changed for the better for quite a long period to come. Industrialism will have to come first and only at a slightly later stage, or at best simultaneously with it, will come the compulsory education of an increasingly larger section of the population.

It is not realised that education is a very costly and expensive proposition. If compulsory primary education is to be introduced, the fundamental question that is to be answered is, "What proportion of the population is of school going age and what is the proportion of the economically active population that will be paying for the education of the school going sector?" In advanced countries, the proportion of population below the age of 14 is small and the proportion of economically active persons between the ages of 15 and 50 is correspondingly high. What this means is that the vast majority of the working population works hard in order that a small proportion of the population between the ages of 7 and 14 may be educated. In the reverse situation where the proportion of population below the age of 14 is large, say varying between 20 and 25 per cent, and the economically active population is not so large, it would mean that a smaller section of the population is working in order to provide the amenity of education for a much larger sector of the population. In simple terms, this means that there is a very heavy burden on a comparatively smaller section of the people. Further in a situation where the economy is rather under-developed and national income and per-capita income are small, the diversion of even a small proportion of this income to non-immediate profit-bearing activities, such as education, means a heavy burden on the people.

In Africa, where the economy was (and still is) primarily pastoral and agricultural, where transport facilities have been either small or non-existent, the national income of each country was (and continues to be) small. The expenditure on administration and Government is, in such a context, disproportionately large and it is not possible to divert large funds for the purpose of education. For a long time the British Government had adopted the view that the colonies should be self-sufficient in their expenditure and this meant that only small sums were available for education. Naturally the colonial Governments felt that it was cheaper to subsidise voluntary societies (mostly Church Missions) in running the school system and only in a few places did they set up completely Government-managed schools. Though the number of schools and the number of students increased, the total picture at the beginning of the World War II was and still is a rather dismal one.

Then came World War II and the revolutionary changes in Government in the post-war period. Many of the colonies have

become either completely independent or near independent. Now Africans are free to live and lead their lives in their own way.

What exactly, however, does the future hold for the new African States? The absence of an efficient civil service and an efficient administrative machinery and the too-rapid transfer of power to indigenous peoples who had not developed strong political traditions have led to conditions of political instability in many of the territories. While conditions in present or former British Colonies are not so bad as in the former French or Belgian territories, political stability has still to be achieved in these areas.

The economies of these areas are still primitive. National income is still small. Teacher training institutions and the number of schools are pitifully inadequate. If independence means the setting up of armed forces and larger administrations than existed in the past without a correspondingly large increase in the economic activity of the area, this would even mean that in the near future, a much smaller proportion of the national resources would be available for social welfare activities such as education.

The reviewer thinks that it is here that the new international agencies such as the United Nations, Unesco and the International Bank and advanced nations such as the United Kingdom and the United States should step in and extend a helping hand to the rising generation in Africa. They should implement schemes for improving and increasing the number of schools, teacher-training institutions and the school plants in the various territories. Economic planning as well as educational planning in underdeveloped countries cannot be fast at the present day due to the shortage of economic resources and trained personnel. It is this gap that the advanced nations will have to fill up. The author has given an indication of the help that will be available from Britain in this direction.

The author has drawn attention to some problems which need only minor consideration in this review, *viz.*, the absence of a lingua franca in some areas, the education of women, the question of aid to voluntary societies propagating education in some of these colonies, the question whether fees are to be charged to pay for the education of children and other problems. Each of these problems will have to be solved according to the nature of the local conditions in each territory and no generalisation is possible. The author has made a passing reference to the increase in wealth which has resulted from a higher level of economic activity. This reviewer feels that the author is too optimistic here. Most African exports were and continue to be raw materials whose prices are subject to wide fluctuations. Further production and foreign trade are very much under the control and ownership of foreign firms and only a small proportion of the increase in national income arising out of a higher level of economic activity will be available to the African national governments.

The author, with his considerable experience in the African territories, has adopted a sympathetic attitude in discussing the question of education in Africa. He has managed to tell a little about almost every problem that is facing the African people. He has not suggested solutions because there are no absolutely correct answers for the varied problems faced in each of these territories. But he has posed the questions. It is for the educationists in the advanced nations to help the African territories in raising and improving their standards in order that a more prosperous community may emerge. For the emergence of such a community, there is a price to be paid. And if such emergence is to be accelerated at a fast pace, the cost will have to be paid, at least in the earlier stages, by the advanced nations. Now the statesmen, the economists and statisticians have to take up and push the educationists forward in their mission.

This book is recommended to all readers

who are in charge of policy-making in the sphere of education.

NAGAMANI

Constitutional Government in India, by *M. V. Pylee*; Published by Asia Publishing House, Bombay; 1960; pp. 745; price Rs. 32.

Constitutional Government in India is a monumental study of the political background of the country, growth of constitutionalism since the days of the East India Company to the establishment of the Constituent Assembly, the drafting of fundamental law of independent India, the complex mechanics of Government machinery and working of the Constitution during the last ten years.

The author gives a graphic account of the tremendous task which confronted the Indian Constitution makers who had to protect the rights and interests of the minorities while safeguarding the essential unity of the nation, had to relate the form of the Constitution to the form of the Administration prevalent in the country. In the event, provisions relating to the judiciary had to be covered under Constitutional law rather than ordinary law and the doctrine of separation of powers received a new interpretation in India.

The book provides a scholarly survey of the six basic principles underlying the Constitution, popular sovereignty with adult franchise; Fundamental Rights which are justiciable and Directive Principles of the State Policy which are non-justiciable; judicial independence; federalism with its basic objective of unity in diversity, devolution in authority and decentralization in Administration; and parliamentary government with the continuous responsibility of the Executive to the Legislature and a Cabinet which although a creature of the Parliament becomes a creature which leads its creator. The author makes an incisive analysis of some special features of the Indian Constitution—its Federal system in normal times while designed to work as a unitary system in times of war, insurrection or breakdown of administrative machinery; single citizenship with common civil and political rights and federal system; single system of judiciary with uniformity in fundamental laws, civil and criminal, under a dual federal polity; creation of All-India services without simultaneously depriving the States of their right to constitute their own civil services; and finally the office of the Comptroller and Auditor-General as an independent external check upon the freedom of the Government in its financial policy, procedure and dealings.

The author gives an illuminating exposition of the various fundamental rights and Directive principles of State's policy, with copious reference to case law. One special feature of the former is that the right to constitutional remedies is itself made a fundamental right. This is in accordance with British jurisprudence which insists that there can be no right unless the Constitution provides a remedy that makes the right real.

He says that the Fundamental Rights provide no remedy to a citizen against an oppressive legislative majority.

Referring to the First and Fourth Amendments to the Constitution, the first dealing with the freedom of speech and the fourth with the right to property, the author observes that it is necessary to reconcile the freedom of the individual with the planned development of society and that the amendments should be viewed against the socio-economic developments in the country. The author rightly draws pointed attention to the heavy cost involved in moving the court and observes that effective enforcement of Fundamental Rights will become possible only when justice becomes cheap, simple and speedy. In regard to Directive Principles of State Policy, the author refers to Prime Minister Nehru's statement that where there was a conflict between a Fundamental Right and a Directive Principle, the latter should prevail and to the fact that to

translate this policy, the First, Second and Fourth Amendments of the Constitution were effected.

There is one serious mistake on p. 120 where the author says that Mahatma Gandhi had described the Cripps proposals as a "post-dated cheque on a crashing bank". It has been stated publicly by Mr. Pyare Lal, Mahatmaji's Secretary, that the last four words were a sinister fabrication attributed to him. This mistake may be rectified in an appropriate way.

The book under review constitutes, a comprehensive and illuminating survey of the history of Constitutionalism in India for the last hundred years and provides a valuable reference book on a crucial subject.

C.K.

Hindu Gods and Hidden Mysteries; by *Govind Krishna Pillai;* Published by Kitab Mahal, Allahabad; pp. 126; Price Rs. 4.00.

After the gradual realisation that the interpretation and evaluation of India's heritage has not had a fair and square deal at the hands of the foreign scholars, either because of their psychological make-up or political prejudice, there has been a spate of books in the recent past from the pen of India's own sons trying to give a truer and more complete picture of their history and culture. The present book *Hindu Gods and Hidden Mysteries,* the second of the series *India without Misrepresentation* by the same author, appears another attempt in that direction. In the course of about a dozen short chapters dealing with various gods and goddesses, the book purports to unfold their personalities and make them properly understood. Though the author has brought to bear upon his exposition his wide personal experience and knowledge of various religious practices prevalent in different corners of India, it is doubtful whether he has entirely succeeded in his objective.

About the origin of religion, we are told, the fear of ancestors and their worship was responsible—a view which is no more supported than the one according to which religion, here or elsewhere, sprang from direct realisation in various natural phenomena of powers similar but superior to those of men. The whole matter is a highly controversial one, and the least one can do about it is to cease to be dogmatic. About the nature of Śiva worship, it is asserted (pp. 20—22) that the Śiva lingam is not the representation of the phallus and that innate sexual desire alone can make one see sex in lingam in Śiva worship. A little closer look at the lingams of Gudimallam and phallic representations from Indus Valley, on the basis of the finds of which, the author tries, rightly, to establish the antiquity of Śiva worship, will reveal the hollowness of the above assertions. There does not appear to be anything especially offensive in the idea that early Śiva lingams might have been the representations of phallus. That the conception was later highly idealised and the 'Lingam' as came to be worshipped later is nothing more than a 'mark' or 'symbol' to represent Siva is accepted by all. In his attempts to unraval the mysteries of vedic gods 'Āśvins' and 'Varuna', the author contends that while the former were actually three in number, the latter was the most dreaded god of the vedic pantheon. It may be mentioned here that while the merciful aspect of Varuna is frequently expressed in R.V. and the hymns addressed to him are, in character, most ethical and devout of all, the three wheels of the chariots of Asvins or the triple nature of other things associated with them, can be conveniently explained on the basis of constant association of their consort Sūryā. In another place (pp. 25, 26), the author appears to suggest that Purusha and Prakriti of Sāmkhyā are bound by a causal relationship—Prakriti—the unevolved—being the cause, and Purusha—the evolved—being the effect; and that the two have no separate existence. It should be kept in mind how hard Sāmkhyā fights to maintain its fundamental dualism. It might also not be easy to agree with author's derivation of certain words, *e.g.,*

Iśvara as ee—chara ('ee' meaning 'this', and 'chara' 'to move'), or Indra from Indu (moon) and Ra (the sun).

The book presents a viewpoint of the author, and in his own words, its best defence is that all being not equal, different persons' approach to god is bound to vary. This book is likely to provide interesting reading to serious students, but frankly, it appears unsuitable for the beginners. The get-up of the book is attractive but the text contains quite a few mistakes of transliteration (as 'Nama Śivāya' for 'Namah Śivāya' or Śākteya for Śāktya) and also of proofs.

J. N. TIWARI

Human Biology, by *John Gibson*, Faber & Faber, London; 1960; pp. 222 with 76 drawings; price 12s. 6d.

A good book on human biology is a much-felt need. There are several books that are prescribed for schools under various titles, purported to be textbooks or manuals on physiology and hygiene. Most, if not all of them omit to mention the reproductive systems! Many students pass their High school examinations, even with biology as the main subject but woefully ignorant of the anatomy and physiology of reproduction. *Human Biology* by John Gibson is, therefore, a happy departure from the normal practice. As is mentioned on the dust-cover this is an elementary book on human anatomy and physiology for students and nurses.

The book is divided into 21 chapters dealing with each system separately. The chapters entitled "Man's Place in Nature", "General Principles and Basic Tissues", and "Defence Mechanisms", give the student a correct perspective and enable him to have an intelligent understanding of the subject.

The treatment of sex and reproduction is of particular interest to the reviewer. The anatomy of the sex organs has been described clearly and well but the physiological aspects appear to be sketchy and disjointed. The reviewer feels that the constitution and production of the seminal fluid and the menstrual cycle should have received more detailed treatment. Perhaps many will not agree on the inclusion of the psychological and physical aspects of the sexual act and its relation to fertilization! Nevertheless, it is gratifying to note that a book of this nature has included this much neglected aspect of human biology.

The language is clear, the style simple and the descriptions brief but precise. There are 67 line drawings which are clear and discernible! The get-up is neat and the size handy.

This neat little book can be recommended not only for nurses and other paramedical personnel but also for the intelligent layman.

B. K. RAO

Group Discussion—An Aid to Education for Citizenship, by *Meher C. Nanavaty*; Published by Indian Adult Education Association, New Delhi; pp. 128; price Rs. 3·75.

What is citizenship in a democratic society? What type of education does it require? What are the various methods through which this education can be imparted? How far is the Group Discussion method an effective educational aid? How to organise a Group Discussion? These are some of the questions which the author has endeavoured to answer in this small booklet.

The Discussion Method, which seems to be an outcome of the growing dissatisfaction with the Lecture Method, has its own superior values over the latter. Indeed the exponents of General Education in this country first realised the importance of this method as an effective medium of education, for it provided opportunities to the students for active participation in the teaching-learning situations. In the booklet under review an attempt has been made to

show how in a Social education programme, Group Discussion offers opportunities to citizens for self-expression and self-development.

The Discussion Method is, however, not without its limitations. As the author has pointed out, "Group Discussion as an educational aid contributes to the educational development of the citizens, provided it is used with discrimination and care". Group Discussion should be held in an atmosphere of informality, equality and freedom. Knowledge of the method of working with groups and extensive preparation are essential requisites for the successful working of the programme. Again, Group Discussion alone is not enough to fulfil the aims of Social education. It has to be supplemented by other effective aids to education.

The present publication, besides having a useful index and a bibliography, ends with a few Case Records of Group Discussion on current social topics, that should be interesting and useful to a social group worker.

ABUL HASAN

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OUR NEXT ISSUE

The special theme of the Spring 1961 issue of THE EDUCATION QUARTERLY would be *Teaching*, that would include the teaching of special subjects as well as various aspects of Teacher education in India and abroad.